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CANADA

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CANADA and FAO

CANADA DEPARTMENT OF AGRICULTURE
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preface

This short history of the first 25 years of the Food and Agriculture Organization of the United Nations is a progress report. In a publication of this length it is not possible to deal in depth with all phases of FAO's activities. They are many, and it would require several volumes. The first part of this progress report entitled "Fiat Panis", which is the FAO slogan, highlights some of the activities, experiences and results. The second part entitled "FAO in an Evolving World" indulges in some retrospection and introspection but the authors, of the papers that were specially prepared to mark FAO's 25th anniversary, drawing on their broad experience in agriculture, in politics and in FAO, look ahead at the prospects and to the tasks.

This short history also touches briefly on the part played by Canadians in establishing FAO, in building FAO, and in providing expertise to FAO. The appendixes in this bulletin record the Canadians who have served the Organization and those who were elected to serve in various official capacities at the many FAO Conferences, Committees, Study Groups and Working Parties. It is possible that some names have been omitted. Such omissions are regretted, but they are not by oversight but rather for lack of information or records.

Frank Shefrin, Director of the International Liaison Service of the Canada Department of Agriculture and Chairman of the Canadian Interdepartmental FAO Committee, and Howard Trueman, recently retired Executive Director of the Canadian Hunger Foundation, are responsible for the preparation of this bulletin. The FAO provided considerable source material and many photographs.

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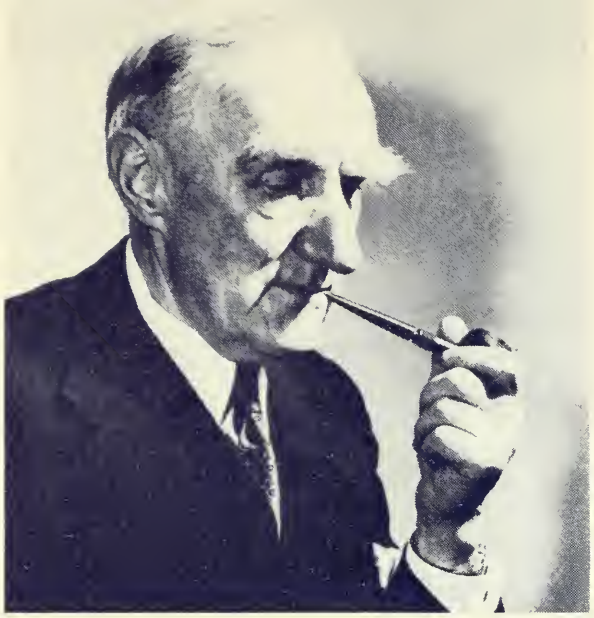


Lord Boyd Orr, 1945-1948

Norris E. Dodd, 1948-1953

P. V. Cardon, 1954-1956

B. R. Sen, 1956-1967

A. H. Boerma, 1968-

DIRECTORS-GENERAL—FAO

"Where there is no dream the people perish."

Proverbs.

foreword

It seems incredible, in a day where the application of science and technology to the ancient art of agriculture has enabled us to produce food more abundantly than man ever dreamed was possible, that there should still be hundreds of millions of hungry people in the world. And yet this is the case.

With the end of World War II came the establishment of the Food and Agriculture Organization of the United Nations. The founding Conference of the Food and Agriculture Organization was held at Quebec City on October 16, 1945. In its simplest terms, the objective of FAO is to attain "Freedom from Want".

Without any benchmarks or any adequate charts, FAO set out 25 years ago to restore order in a war-torn world where food production had been forced into restricted patterns and where the channels of distribution had been violently disrupted. The long-term objectives, however, were broader and more challenging. Rehabilitation was an immediate task. The overall improvement of the economic and social well-being of the primary producers, and the raising of the social well-being and nutritional levels of all people, became the main objectives. Progress has been small and slow. There have, however, been sufficient achievements to justify reasonable hopes for the future.

FAO's constituents come from 121 countries and comprise nearly three billion people. The problem is not to find something to do, but to determine what needs to be done immediately. The tasks are many.

Canada's involvement in assisting developing countries to expand their output of agricultural, fisheries and forestry products, to raise their nutritional standards, and to raise their level of living is not limited to the FAO. Canada belongs to many

other UN specialized agencies. We also have our own bilateral aid agencies such as the Canadian International Development Agency and the International Development Research Centre. We have, however, always felt a close affinity to the FAO. It is in many ways an international department of agriculture, fisheries and forestry. It was officially born in Canada. Canadians were involved right from the start. Throughout succeeding years our total commitment in funds and personnel has been near the top of the list of supporters of the Organization. We have been steadfast in our commitment to the objectives of the FAO.

In one way and another, Canada will put about $25 million into FAO and its programs this year; through its contribution to the Regular Program budget; through the parts of its pledge to the UN Development Program which will find their way back to FAO; through its contributions of food and cash to the World Food Program; through its assignment of young Canadian graduates to work as associate experts in FAO field programs; through the funds which Canadians are collecting for the Freedom from Hunger Campaign.

This is what Canada puts into FAO, but does it get anything out in return? In fact, Canada, along with the other member countries of the FAO, rich and poor alike, reaps a healthy dividend from its membership.

It is true that many of these benefits are intangible, but many FAO activities have a direct and almost measurable impact on the Canadian economy. To list but a few examples, take the case of foot and mouth disease. For more than a decade, FAO has organized a quarantine zone stretching from the Middle East through East Europe to keep exotic strains of the disease out of Western Europe. Within the region, the FAO-sponsored and serviced European Foot and Mouth Disease Commission has organized a program of countermeasures which have lowered the level of the disease in the area to the lowest level ever. Canada reaps direct economic benefits from the Plant Protection Convention aimed at controlling the spread of plant disease.

Other FAO activities of immediate interest to Canada include marine resources research, marine pollution, and the work being done by the Codex Alimentarius Commission. This Commission over the past decade has been developing international food standards of hygiene and purity for many foodstuffs moving in international trade and international standards for food labelling.

It seemed fitting and proper that Canada should mark the observance of the 25th anniversary of FAO, and that we should place on record the achievements of the Organization, and also the modest but effective part played by Canadians from the federal and provincial departments of agriculture, fisheries and forestry, from our universities and research institutions, from commerce and industry, from farm organizations, and from the ranks of those specialists who have retired from a regular career and made their services available to FAO.

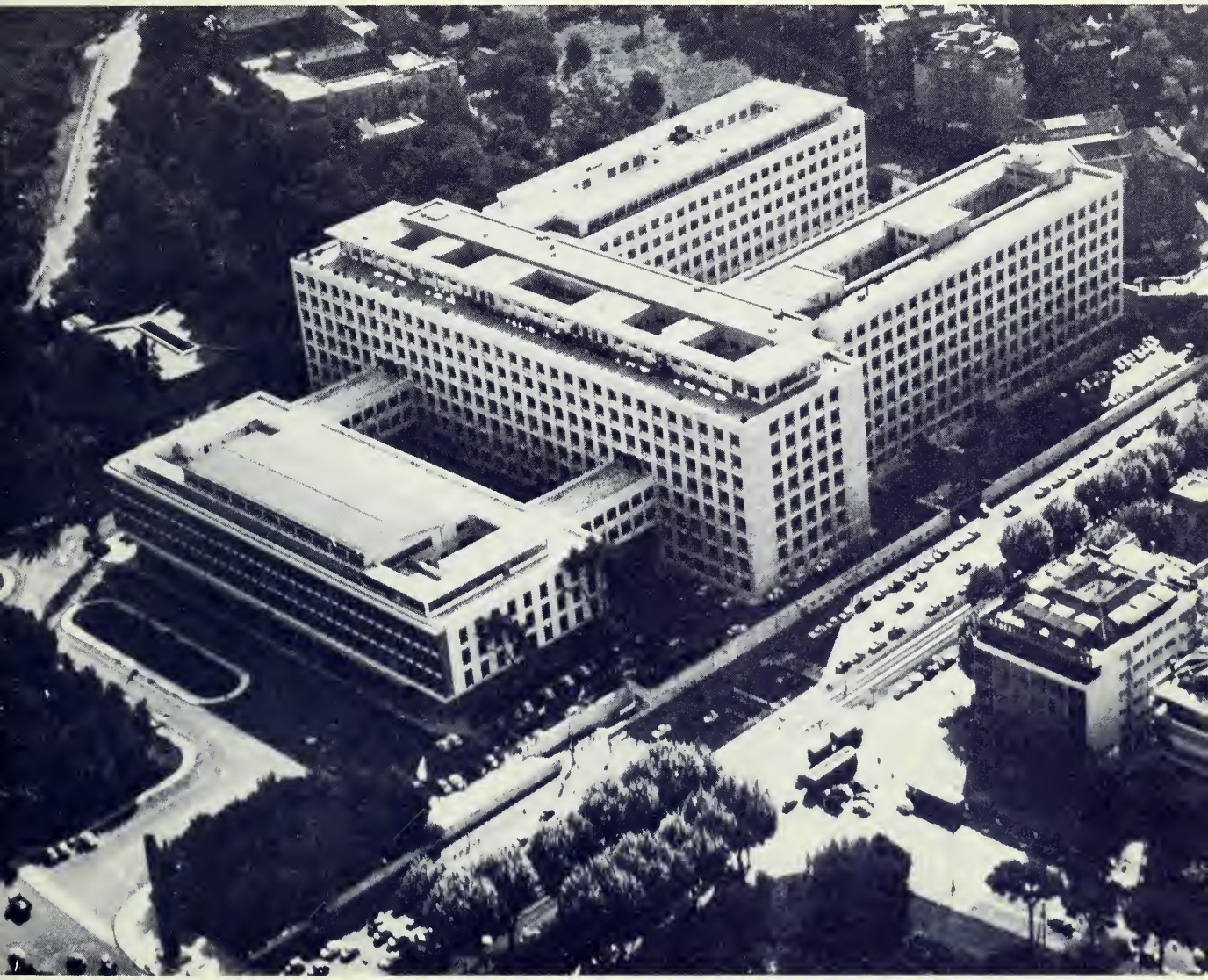
Some anniversaries produce only reflections on what has passed, but in a young and dynamic organization, the past becomes prologue. We listen to what it has to tell us in the expectation that we may better determine how to meet a challenging and exciting future. And so, on this anniversary occasion, we have not only presented history but have made an effort to draw some lessons from it.

In the section of this publication on *FAO in an Evolving World*, we report the response of several eminent people who were invited to contribute. We are grateful for the message from the Secretary-General of the United Nations Organization, U Thant, the Rt. Hon. Lester B. Pearson, Secretary Clifford M. Hardin of the U.S. Department of Agriculture, and Dr. Adeka H. Boerma, the Director-General of FAO.

I am pleased to be able to present this report on *Canada and the FAO* to the Canadian people. It is a report of an important part of Canada's involvement in international development. Reports are necessary and useful, but they cannot take the place of action. Time has become a very serious factor in the global struggle for food and improved standards of living. Guidelines of action have been laid down for the Second United Nations Development Decade, and it is within the context of these guidelines that FAO, other United Nations Specialized Agencies, and countries have an opportunity to make their contribution.

H. A. Olson
Ottawa, June 1971

FAO Headquarters, Rome, Italy.



PART I

fiat panis - let there be bread

"The first new permanent United Nations Agency is now launched. There are few precedents for it to follow; it is something new in international history. There have been functional international agencies with more circumscribed objectives and tasks, but FAO is the first which sets out with so bold an aim as that of helping nations to achieve freedom from want. Never before have the nations got together for such a purpose."

Lester B. Pearson, in the letter to Governments transmitting the Report of the first Session of the Conference of the Food and Agriculture Organization of the United Nations.

the founding conference

On the morning of October 16, 1945, representatives of the member governments of the United Nations met at the Chateau Frontenac in the historic city of Quebec to sign the Constitution and hold the first Conference of the newly proposed Food and Agriculture Organization. Only 2 years previously the leaders of the Allied Nations had met in the same setting to plot the strategy for winning World War II.

Before the day was over, 34 members of the UN signed the Constitution, two more were admitted during the Conference, and another six had accepted it and would sign later. The membership at the close of the session consisted of 42 countries. At the end of 2 weeks of deliberations, the Conference chairman Mr. L. B. Pearson, who later became Prime Minister of Canada, was able to say :

"We have worked hard. The fact that in 2 weeks there have been more than 210 meetings of the Conference and its committees, to say nothing of the informal groups that have assembled here and there and worked far into the night, is a tribute to our interest in the task given to us and our industry is trying to do something about it. . . . we have drawn up a blueprint for the work ahead. But blueprints must be converted into buildings; recommendations into realities. That is FAO's job. But FAO is, in the last analysis, people and governments. So it remains for us to make this Organization a success."

Canada played an important role at this first Conference. She was the host country, provided the Conference chairman, and the Deputy Secretary General Dr. A. E. Richards. She had one of the largest delegations representing the skills in nutrition, farming, fishing, forestry and economics. Her delegation also included representatives from agricultural, fisheries and forestry organizations. The delegation[1]

[1] See Appendix 1 for list of Canadian delegation.

At Quebec City in 1945, The Rt. Hon. James G. Gardiner, Minister of Agriculture signed the FAO Convention on behalf of Canada.

was led by Hon. J. G. Gardiner, Minister of Agriculture. In addition, Canada loaned the first Conference a number of its civil servants to serve as Conference officials[1]. Some of them like S. C. Hudson, E. P. Reid and Frank Shefrin are still active in FAO, either as staff members or government representatives; others like Dr. Vladimir Ignatieff, one of the first Canadians to be hired by FAO, after long service retired in 1969. Many members of that first Canadian delegation were also sufficiently inspired to join the staff of FAO. Don Finn became head of the Fisheries, Roy Cameron and Jack Harrison worked in Forestry. John Booth served on a special Mission in Malaysia, and Dr. E. S. Archibald, former Director of the Canada Department of Agriculture Experimental Farms Service, was an FAO expert in Ethiopia.

The first Conference shaped the FAO on the basis of past experience—food shortages and surpluses, destruction of surplus food, famines on massive scale, violently fluctuating prices, the inability of primary producers to shape or control their market destiny, the shock of wartime destruction, scorched earth and massive shortages of food, displaced millions of people. Canadians could understand these hazards. They could understand by experience the desire of the primary producer for security, for a better living.

[1] See Appendix 2 for partial list of Canadians who served as members of the Secretariat.

Delegates from 42 nations at the inaugural conference of the Food and Agriculture Organization of the United Nations held in Quebec City's historic Chateau Frontenac, October 16, 1945.

The preamble of the Constitution of the new Organization set out its objectives in clear terms which are as valid now as the day they were approved:
"The Nations accepting this Constitution, being determined to promote the common welfare by furthering separate and collective action on their part for the purpose of

- *raising levels of nutrition and standards of living of the peoples under their respective jurisdiction,*
- *securing improvements on the efficiency of the production and distribution of all food and agriculture products,*
- *bettering the condition of rural populations and their contributing toward an expanding world economy."*

The FAO that started out "with so bold an aim" was made up of a very different group of nations than the 121 which now meet every 2 years to chart the course of action for nearly three billion people comprising two-thirds of the world's population, most of them living in developing countries.

In 1945, nearly all of the members of FAO[1] came from the nations in Europe,

1 The membership at the time of the First FAO Conference consisted of: Australia, Belgium, Brazil, Canada, China, Colombia, Cuba, Czechoslovakia, Denmark, Dominican Republic, Egypt, France, Greece, Guatemala, Haiti, Honduras, Iceland, India, Iraq, Liberia, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Peru, Philippine Commonwealth, Poland, Union of South Africa, United Kingdom, United States, Venezuela, Lebanon, Syria, Bolivia, Chile, Ecuador, Paraguay, Uruguay and Yugoslavia.

North America, Latin America, Australia and New Zealand. The subcontinent of Asia was represented by only one nation, India. Africa had only four independent nations at that time, Egypt, Ethiopia, Liberia and South Africa and only three joined FAO. Over the years, the membership increased, especially as country after country, in Asia and Africa, became independent nations.

FAO gained and lost members. China, Czechoslovakia and Poland were founder members and Hungary joined in December 1946, but all left the Organization. However, Poland renewed its membership in 1957, Hungary in 1967. South Africa withdrew from membership in December 1964. The Soviet Union, which was represented at FAO's founding Conference, has not exercised its right to take up membership. Some of FAO's members are not members of the United Nations, e.g. Federal Republic of Germany, Republic of Korea, Republic of Vietnam and Switzerland. Some United Nations' member countries are not members of FAO.

The tasks confronting FAO became more complex as the Organization expanded in membership and as more and more of the new countries turned to FAO for guidance, advice and expertise. Solutions had to be agreed upon, not imposed. It became apparent very soon that technical assistance alone would not solve the food problem. Solutions were tied in with economic development, which in turn, depended on economic intercourse, and international trade. Markets had to be opened for the weaker countries. In turn, the less developed countries discovered that external aid had to be integrated into domestic policy to be effective.

"It would argue a bankruptcy of statesmanship, if it should prove impossible to bring together a great unsatisfied need for highly nutritious food and the immense potential of modern agriculture".

Frank McDougall, Economic Advisor to the Australian High Commissioner. London, 1935.

exports - surpluses - orderly marketing

The story of FAO is the story of a search for a solution to the world food problem. However, it soon became apparent that solutions are elusive. The translation of objectives into concrete action proved difficult. Time and again proposals were put forward, but implementation was another story. However, no major proposal was in effect discarded. It was adapted, although the adaptations were in most instances less breathtaking and less imaginative, but still steps in the right direction.

In the early years of FAO, the major concern was over the international marketing of farm products. The leaders of farm organizations attending the Quebec Conference made it clear, from the outset, that while they favored increased production to assure that everyone had enough to eat, this should not be at the expense of the farmer. Increased production, it was argued, must be accompanied by a free flow into the world markets. It was stressed by Canadian farm leaders Herb Hannam and Bill Parker that FAO must initiate action that would prevent the accumulation of surpluses in the main food producing countries, either through international commodity arrangements or through some other type of international collaboration, if world agriculture was to be prevented from drifting back to the deplorable condition it was in before World War II. Less than a year after FAO was founded, in the spring of 1946, Lord John Boyd Orr, the first Director-General of FAO, proposed a World Food Board which would:

1 stabilize prices for agricultural commodities on world markets, including provision of the necessary funds for stabilizing operations;
2 establish world food reserves against emergencies caused by crop failure;
3 finance agricultural surplus disposal programs on special terms to countries where need is most urgent;

4 cooperate with agencies dealing with credit for development and with trade and commodity policy.

The proposal was discussed in great detail at the Conference and in committee but the member-governments of FAO did not recommend immediate action. The Conference, however, established a Council with the responsibility of annually reviewing production, demand and trade developments. This Council ultimately became the executive of the FAO. Canada has served continuously on this Council.

By 1948 and 1949, the problem of surpluses was haunting the major producers. In June 1949, the FAO Council requested the Director-General, Mr. Norris Dodd, to report on "the underlying causes of emerging commodity trade problems together with recommendations for possible action by government." The result was a recommendation by the Director-General for the establishment of an *International Commodity Clearing House* (ICCH) which was to be constituted as a public corporation, and some of the functions proposed were :

1 To purchase, subject to certain provisions, stocks of commodities in surplus supply ;
2 To negotiate sales in inconvertible currencies to assist in maintaining the flow of trade during periods of exchange disequilibrium, such payments being guaranteed by the buying countries against losses from exchange depreciations ;
3 To negotiate sales at special prices to countries in need, under strictly defined conditions of use, e.g. for relief purposes, special nutritional programs or development projects ;
4 As a long-run function, to hold stocks acquired in periods of surplus as reserves to protect the interests of consumers in periods of shortage ;
5 To negotiate bilateral or multilateral trading agreements or exchanges of commodities on a barter basis ;
6 To coordinate the negotiation and administration of international commodity arrangements, pending further decisions on intergovernmental machinery for these purposes.

The financing of such a scheme would have involved the authorization of capital funds equivalent to US$5 billion. The FAO Conference did not accept the proposal. Countries were not ready for or could not underwrite such an ambitious project involving such large expenditures and delegation of power. However, the Conference did establish a *Committee on Commodity Problems* to review and advise on agricultural commodities, production, price, trade and, particularly, surplus situations. Canada was elected to the CCP and has served continuously. Dr. G. S. H. Barton and Dr. C. F. Wilson on different occasions served as chairmen of this Committee.

In the early 1950s, the surplus situation eased, but re-emerged in 1953. By that year, the two major problems were : first, how to dispose of surpluses which had already accumulated without dislocating current agricultural production or the normal pattern of trade ; and second, in spite of the existence of surpluses, to ensure that there could be a continuing but more selective expansion of production to provide for the accelerating growth of population and increased requirements for raising standards of living, and without creating new surpluses. In 1954 a Sub-Committee on Surplus Disposal responsible to the CCP was set up to act as a forum to deal with matters relating to disposal of agricultural surpluses. To guide the Sub-Committee, Principles of Surplus Disposal were enunciated and many

governments including Canada agreed to adhere to these principles, or at least to take them into consideration when moving agricultural products internationally on concessional terms.

The General Principles are as follows:

1 The solution to problems of agricultural surplus disposal should be sought, wherever possible, through efforts to increase consumption rather than through measures to restrict supplies.

2 Member governments which have excess stocks of agricultural products should dispose of such products in an orderly manner so as to avoid any undue pressure resulting in sharp falls of prices on world markets, particularly when prices of agricultural products are generally low.

3 Where surpluses are disposed of under special terms, there should be an undertaking from both importing and exporting countries that such arrangements will be made without harmful interference with normal patterns of production and international trade.

The Sub-Committee on Surplus Disposal, of which Canada is a member, has served as a forum in which countries have made complaints, referred to the Principles to support their complaints in respect to concessional export trade activities, and have sought to prevent harmful concessional sales.

Between November 1957 and 1967, the FAO through its Committee on Commodity Problems established a number of commodity groups, e.g. grains, citrus, fats and oils and hard fibres. These groups delve in great detail into the problems relating to these commodities, and come up with proposals for action which are often used by other international agencies. The two of greatest interest to Canada are the grains and oilseeds groups. The FAO Grains Group was established in 1957 to study the production and consumption of, and trade in grains; provide information and analysis of policies and statistics; and deal with marketing problems. This Group has maintained a continuous review of grain policies and trends in production and demand, and has highlighted the effects of domestic grain policies on international trade and stocks. Canada was one of the founders of this Group, has served continuously and on two occasions provided a chairman for it—Frank Shefrin in 1963 and S. C. Hudson in 1967.

Another commodity group that is of immediate interest to Canadian prairie farmers is the FAO Study Group on Oilseeds, Oils and Fats. This Group was organized at the initiative of the developing countries, and provides a forum for studies and consultations on the economic aspects of production, processing, consumption, trade and marketing of oilseeds, oils and fats.

THE WORLD FOOD PROGRAM: In the late 1950s the problem of surpluses assumed distressing proportions, especially its impact on international trade through the use of the technique of concessional sales. There were also at the same time the serious food shortages, and also concern over domestic agricultural policies. There was again talk of a *World Food Bank*.

The FAO and the United Nations General Assembly (UNGA) agreed to the establishment of the *World Food Program* (WFP), a more modest agency than the often mentioned World Food Bank. The objectives of the WFP are:

1 meeting emergency food needs and emergencies inherent in chronic malnutrition (this could include the establishment of food reserves);

2 assisting in preschool and school feeding;

3 implementing pilot projects, using food as an aid to economic and social development, particularly when related to labor-intensive projects and rural welfare.

The Canadians were very active in getting this agency established. At the 1961 FAO Conference the leader of the Canadian Delegation, the Hon. Alvin Hamilton, Minister of Agriculture, said:

"The proposal for a World Food Bank has been made by Canada on many occasions during the past few years. A little over a year ago the Prime Minister of Canada again put forward this proposal in his address to the General Assembly of the United Nations. A concrete start was made when Canada, the United States of America, Pakistan, Venezuela, Liberia and Haiti co-sponsored the Resolution of which the proposal before this Conference is the result . . . . .

"I appeal to this Conference and to the Governments here represented. We must not let this present effort fall by the wayside. We must end this history of frustration by present action. The longest and most important step in any journey is the first one. The proposal now before us is a practical first step . . . .

"In our view the concept of a world food bank must be based on the need of people for food, not on the need of countries to dispose of surpluses. What we envisage is that the more fortunate members of the UN family, most of whom have a substantial potential for food production, should jointly make some of their resources in this field available to assist the less fortunate."

Canada has shown her interest in the WFP in concrete terms. She has pledged food aid, for the period between 1963 and 1972, valued at over $100 million. Only the USA has exceeded this total. Canadian wheat, flour, skim milk powder, canned cheese, beans and peas, dried eggs and dried and canned fish have moved into more than 60 countries to assist in 180 WFP projects.

Canada, from the very beginning, has been elected to the Intergovernmental Committee, the governing body of the WFP. Two Canadians have served as chairmen of this Committee, A. H. Turner in 1963 and Frank Shefrin in 1971.

The resources available to the World Food Program since its inception, including pledges for the period 1971-72 total US$718 million, of which US$512 million were in commodities and US$206 million in cash and services. A further US$42 million worth of foodgrains was made available to the WFP by the signatories of the Food Aid Convention of the International Grains Arrangement.

A total of nearly 500 projects in 83 countries has been approved since the WFP began operations in January 1963, at a total cost to WFP of nearly $1 billion. Broken down by regions, these are: in Latin America and the Caribbean, 71 projects in 19 countries; in North Africa and the Near East, 106 projects in 11 countries; in West Africa, 78 projects in 22 countries, in Mediterranean Europe and East Africa, 78 projects in 17 countries; in Asia and the Far East, 122 projects in 14 countries. In addition, 113 emergency operations have been undertaken in 65 countries at a total cost to the Program of nearly $90 million.

Almost eight million persons are benefiting directly from WFP supplies of foods shipped from about 90 countries. In the broad category of the development of human resources, the number is about two million—students, mothers, children and hospital patients. In projects of community development, communications,

housing and public health programs, the number of beneficiaries exceeds 3.7 million, while in the fields of forestry, land development, fisheries, refugee settlement and industry, two million persons are benefiting from food aid.

WFP experience to date has shown that there are diverse ways in which food aid, while directly combatting malnutrition, can assist economic and social development.

Canada contributes dairy products and fish to the World Food Program.

The nations have given recognition to an achievement of modern science, namely, that startling improvements in the health of the human race can be attained through better nutrition, and that better agriculture is fundamental to better nutrition. Knowledge of how to improve health, and increase the productive ability and usefulness of human beings has far outrun our social arrangements for putting the knowledge into practice.

The Work of FAO—First Session of the Conference. Quebec, October, 1945.

fao goes to work

The small group that made up the Secretariat of this new Organization lost no time in getting started at their work. Within 8 months they had organized the collection and analysis of the data comprising the first World Food Survey which was published in time for the Second Session of the FAO Conference in Copenhagen in October, 1946. With this report in hand, the Conference urged that members should promote the continuation of dietary surveys; arrange for studies on the milling, processing and certification of cereals; expand the teaching of nutrition and the training of social workers; and set up a joint committee with the new World Health Organization to deal with mutual and overlapping concerns in the field of nutrition and health. Over the years the cooperation with WHO led to the preparation and publication of a valuable series of studies which formed the basis for much of FAO field work with the vulnerable groups—pregnant or nursing mothers, and children following weaning.

INCREASING CROP PRODUCTION

The heaviest demand on FAO from the developing countries, however, was for information and guidance on how to increase food production. FAO received more requests for technical assistance on land and water problems than on any other subject during its first 20 years. A major accomplishment was the publication of a world soil map.

Particular attention has been paid to soil fertility, leading to the establishment of pilot schemes for fertilizer distribution in 22 countries. More than 160,000 fertilizer field trials have been conducted in 27 countries under the Fertilizer Program of the Freedom from Hunger Campaign.

Development studies have been carried out that are expected to lead to irrigation projects ranging in area from 2,500 to 500,000 acres. Twenty-seven projects concerned primarily with irrigation development have been started in as many

Canadian agronomist, L. P. V. Johnston (left) on FAO assignment introduces hybrid corn production to Syria.

countries, employing 381 specialists in various disciplines.

Outstanding among the many Canadians who have contributed to the success of FAO's work on land and water use is Dr. V. Ignatieff who served from 1946 until his retirement in 1969.

The major part of the world's population lives on cereal crops, rice, wheat, maize and sorghums. FAO soon began to receive requests for assistance in plant breeding, and so extended its work in this field. Training centers were established, experts were sent out and fellowships were granted for training in other countries. For many years, two professors from the University of Saskatchewan were involved. Dr. L. E. Kirk headed this work at Rome and Dr. James Harrington took on many field assignments. Dr. Harrington toured the Near East with Dr. Norman Borlaug, Nobel Peace Prize winner, when the latter was making preparations to release the

seed of the new Mexican dwarf varieties of wheat. Later FAO workers introduced these varieties into Pakistan, while at the same time the new varieties of rice from the Philippines were being planted in India. Their rapid acceptance has been one of the major achievements of modern agricultural science.

The control of crop pests and diseases has always been an important part of FAO's work. The headquarters' staff includes specialists in plant pathology, entomology, crop storage, pesticides, desert locust control, and plant protection and quarantine. One of the first objectives was the establishment of an International Plant Protection Convention which includes a Reporting Service on the incidence of plant diseases throughout the world. W. H. Keenan brought the experience of the Canada Department of Agriculture, Plant Protection Division, to the development of the world program.

FAO early took on the work of organizing locust control in East Africa and the Middle East and has thus made a major contribution to increased production. Valuable assistance in the use and control of crop pesticides has been given by Dr. Henry Hurtig of the CDA. To lessen the risks of environmental pollution and food contamination, FAO encourages research on less persistent and more selective pesticides.

BRIDGING THE PROTEIN GAP

As the science of nutrition has developed, the importance of protein in the diet, particularly of children under 5 years of age, has increasingly engaged the attention and stimulated the efforts of dieticians, home economists and animal production and fisheries experts. The production of more milk, poultry and eggs, and pigs (where acceptable) is considered to be the most rapid method of increasing the availability of animal protein. Assistance of all types is requested by the developing countries for the improvement of breeds, more economical methods of production, and protection from disease and parasites.

Based on work done in Canada, immunization against the cattle disease of rinderpest through FAO campaigns has saved millions of dollars for animal breeders in the tropics. FAO coöperates with the International Office for Epizootics in maintaining a warning system on the spread of animal diseases, thus enabling nations to impose quarantines when and where necessary.

Fish are an important source of animal protein, supplying more than ten percent of the total world consumption. FAO is involved in all the important elements of fisheries—studies on the maintenance of fishing stocks, the effects of marine pollution, the improvement of vessels and gear, and the introduction of new techniques for increasing the catch and the processing and marketing of fish. The Organization also pays particular attention to the expansion of fishing by the developing countries. At present, FAO is carrying out about 50 fishery projects in over 60 countries with a total investment of $100 million. Of particular importance in the tropics is the development of fish farming, where rapidly growing species can produce valuable yields from reservoirs, lakes, ponds and paddy fields.

Canadians have played an important part in the development of FAO's fishery services. A few months after the Quebec Conference, D. B. Finn was appointed to head the fishery work, and after 20 years of service to the FAO is still doing special assignments. Many other Canadians—Popper, Winsor, Doucett, Audet—

Upper: *In Ceylon, Canadian agricultural engineer, George Bryce, on an FAO assignment demonstrating a new method of planting hybrid sugar cane seedlings.* ***Lower:*** *Same expert instructing trainees in laying of pipe to irrigate sugar cane fields.*

Students at the FAO International Food Technology Training Centre watch lamb carcass dressing demonstration. The Centre was financed by the Canadian Freedom from Hunger Campaign and occupies space in India's Central Food Technological Research Institute at Mysore. Dr. William J. Gall of Canada was a former Director of the IFTTC.

have also placed their skills in fisheries at the disposal of the Organization. Dr. A. W. H. Needler, a former Deputy Minister of the Department of Fisheries and Forestry, presided over a Conference of some 300 environmental specialists and scientists called by FAO at Rome to study the problems of marine pollution.

FAO emphasizes nutritional activities and related food policies and plans in economic and social development. The core of FAO's protein-rich food program consists of activities directed to the feeding of infants and young children. These activities include promotion of use and stabilization of the market for infant foods under a continuing FAO/WHO/UNICEF project in Algeria; similar projects are under preparation in Morocco, Tunisia, Turkey and Iran. In several countries in Africa, activities range from the introduction of soya culture and the use of soya flour in infant feeding to the promotion and use of protein food mixture in the home. Feasibility studies for the production and use of weaning foods have also been carried out or are being prepared in Madagascar, Tanzania, the Caribbean, Peru and Brazil.

Other activities involve nutrition education, studies of food habits, food promotion, and advising on industrial and group feeding programs. FAO also assists member governments to implement and evaluate projects related to the development,

Nutrition survey in Gabon, Africa. Canadian FAO Home Economist, Miss L. Martin, measures a child's height.

nutritional assessment, introduction and promotion of new, semi-conventional or non-conventional foods, particularly protein foods and protein food mixtures designed for weaning and preschool children.

Nobody working in the international field comes closer to the manifestations of hunger than the FAO home economist. It is her job to look into the cooking pots to see what there is to feed the children, to learn why there isn't more, or why foods that are available are not being used. Then comes the task of changing age-long beliefs and habits concerning food.

Margaret Hockin Harrington, a Canadian, served for many years as head of the FAO Home Economics Service supervising the work of scores of home economists and dieticians in Rome and in the field in educating and training women in making more effective use of food.

THE ASPIRING TREES AND MEN

FAO's mandate to improve the living conditions of rural people includes forestry. Starting with the modest efforts of a handful of forestry experts, including Roy Cameron and Jack Harrison of Canada, the main emphasis was directed to surveys and policy formulation. In succeeding years, FAO has counselled governments and private industry on ways to improve forest management, train foresters and forestry technicians, reduce waste, find markets for wood products, and end ruinous

practices that damage the environment of plants.

Although FAO has always worked closely with forestry and industry officials in the economically advanced countries, work has been increasingly directed to the poorer areas of the world which have forests that are relatively unused but which could help fill many domestic needs such as fuel and shelter, provide employment and earn badly needed foreign exchange.

As an earner of foreign exchange, forestry provides one of the bright spots in the cloudy picture of the export of primary products. The industry is now earning more

FAO expertise is made available for reforestation projects like this one in northern Tunisia.

than $1 billion a year for the developing countries in products that are readily accepted in the markets of the developed nations which are running out of timber and which do not grow many of the exotic species desired for fine wood work.

Forestry is having its own Green Revolution. Startling results are being obtained through the selection and improvement of fast-growing species. Trees grow very rapidly in the tropics and can reach commercial size in less than half the time required in the north temperate zone.

FROM PRODUCER TO CONSUMER

Much of the food produced in developing countries never reaches the ultimate consumer. A lack of storage, market roads, market facilities, processing and packing facilities results in considerable losses. FAO activity in agricultural marketing is therefore focused on practical assistance to developing countries, for example introducing improved methods of assembling, transporting, storing, packing and selling food and agricultural products; marketing of agricultural inputs to farmers; planning and operating improved marketing institutions and services including marketing research, information, extension and quality control; training of personnel for the operations of marketing enterprises and services.

The marketing context within which FAO has been operating is itself changing radically with the general progress of food consumption and product utilization, a widening of the gap between farming and urban communities, and a consequently growing complexity of the marketing process due to specialization, the rise in processing activity, and the problems of distance and communication to which these in turn give rise.

RURAL INSTITUTIONS

FAO recognizes that the mobilization and development of rural people require supporting institutions and service structures. Hence advice has been given to countries on matters relating to the establishment of research institutions and administration. Agricultural education, including the promotion of better training methods and materials, has been a major FAO activity. For example, advice has been given on the establishment or improvement of faculties of agriculture, intermediate level colleges and farmer training institutions in Algeria, Cameroon, Spain, Tanzania, Thailand, Trinidad and Tobago, and Western Samoa.

Expert assistance is being provided in agricultural extension. For example, a 3 year out-of-school training program for rural youth program staff has been developed in Thailand and a prototype project involving rural youth in cooperative activities has been launched in Uganda. A farmers' training and functional literacy project is being implemented in India in connection with the high-yielding varieties program. A Guide for Agricultural Extension Workers has been published, and is in wide use. Emphasis is being placed on land tenure systems as a basic factor in accelerating agricultural development, and assistance is being provided in the planning and implementing of land settlement schemes. Settlement and agrarian reform programs are being evaluated at the request of governments. For example, the FAO is involved in Spain—advice on integration of land consolidation programs in rural development; in Tanzania—reform of agrarian structure; and in Finland–advice to a Land Settlement Board.

FROM HEADQUARTERS TO THE FIELD

FAO works in headquarters and in the field. Obstacles to development, although similar, differ from one region to another and from one country to another. As FAO points out, *Africa* is seriously handicapped by its undeveloped human and physical infrastructure. There is an acute shortage of qualified personnel, and an

excess of untrained manpower. The region's economy is more dependent on agriculture than that of other regions, yet half the production is by subsistence farmers. The more advanced part of the agricultural sector is geared to exports. The problem of *Latin America* is in some ways similar. However, a major problem lies in the land tenure sytem. In the *Far East*, the main constraint on agriculture is the scarcity of land in relation to population. In the *Near East*, there is also pressure on land, leading to serious erosion, but the basic shortage is water.

To be effective FAO must work not only in the Rome headquarters but right in the countries requiring help. The financial resources for the work in the field come from the United Nations Development Program (UNDP) to which Canada is a major contributor.

FAO has built up a worldwide operational network to transmit modern technology to the developing countries. There is more and more emphasis on the need to secure a rapid increase in production and productivity. By virtue of its multinational status, the FAO can draw on the specialized experience and knowledge of staff from practically all points of the compass. During its quarter-century of service, FAO has been involved in a total of 13,000 assignments to over 100 countries. FAO now receives about $70 million a year from the UNDP for development projects, through which it annually employs up to 2,000 experts and grants fellowships to train local men and women to take the place of the FAO experts when their assignments are done.

These experts give advice and assistance in virtually every field of exploitation and conservation of the earth's renewable resources lying between the bottom of the ocean, where they investigate marine food resources, and the high Himalayas, where they have helped to develop forest industry. They assist in drawing up national development plans and they teach cookery to village women; they set up laboratories to protect livestock industries from disease; and they teach illiterate fishermen how to repair their boats and build better ones.

A very small sampling of FAO/UNDP projects indicates the scope of these field activities.

- Fish breeding in Burma
- Development of virus-free Corabila Potato variety in Chile
- Water use planning with the aid of computers in Iran and Uganda
- Wheat and barley improvement in Iran
- Agricultural diversification of marginal coffee-growing areas in El Salvador
- Forest industries development in Malaysia
- Sheep-raising project in Tanzania
- Establishment and operation of pilot irrigation stations in the Danube plains of Rumania
- Pre-investment survey of forestry development in Venezuela.

The FAO's policy of development aid, which is responsive to government requests, is based on the following main propositions:

1 Agricultural development must be reviewed in the perspective of overall development.

2 All the interlocking obstacles to progress must be dealt with simultaneously to break the circle hampering attempts to raise agriculture from a primitive to a modern and technologically advanced level.

3 Promotion of investment in agriculture must be accelerated by resources and area surveys, feasibility studies, and also by direct mobilization of finance from multilateral, bilateral and private sources.

FAO's regular headquarters program formulates strategy and plays a key role in the technical and administrative backstopping of field operations. However, it should be noted that the ultimate control over every project rests with the recipient country, which not only puts up the greater part of the funds, but as a member of the FAO Conference helps to shape general policy and often, as a member of many technical and other groups, can affect decisions in specific fields and areas.

Canadian fishing expertise is made available to FAO. Here, Korean trainee fishermen prepare to lower their nets.

. . . the task of elimination of hunger from the face of the earth should be conceived in the framework of a world-wide development dedicated to the fullest and most effective use of all human and natural resources, to ensure a faster rate of economic and social growth . . .

First World Food Congress Declaration.
Washington, June 18, 1963.

a strategy for plenty

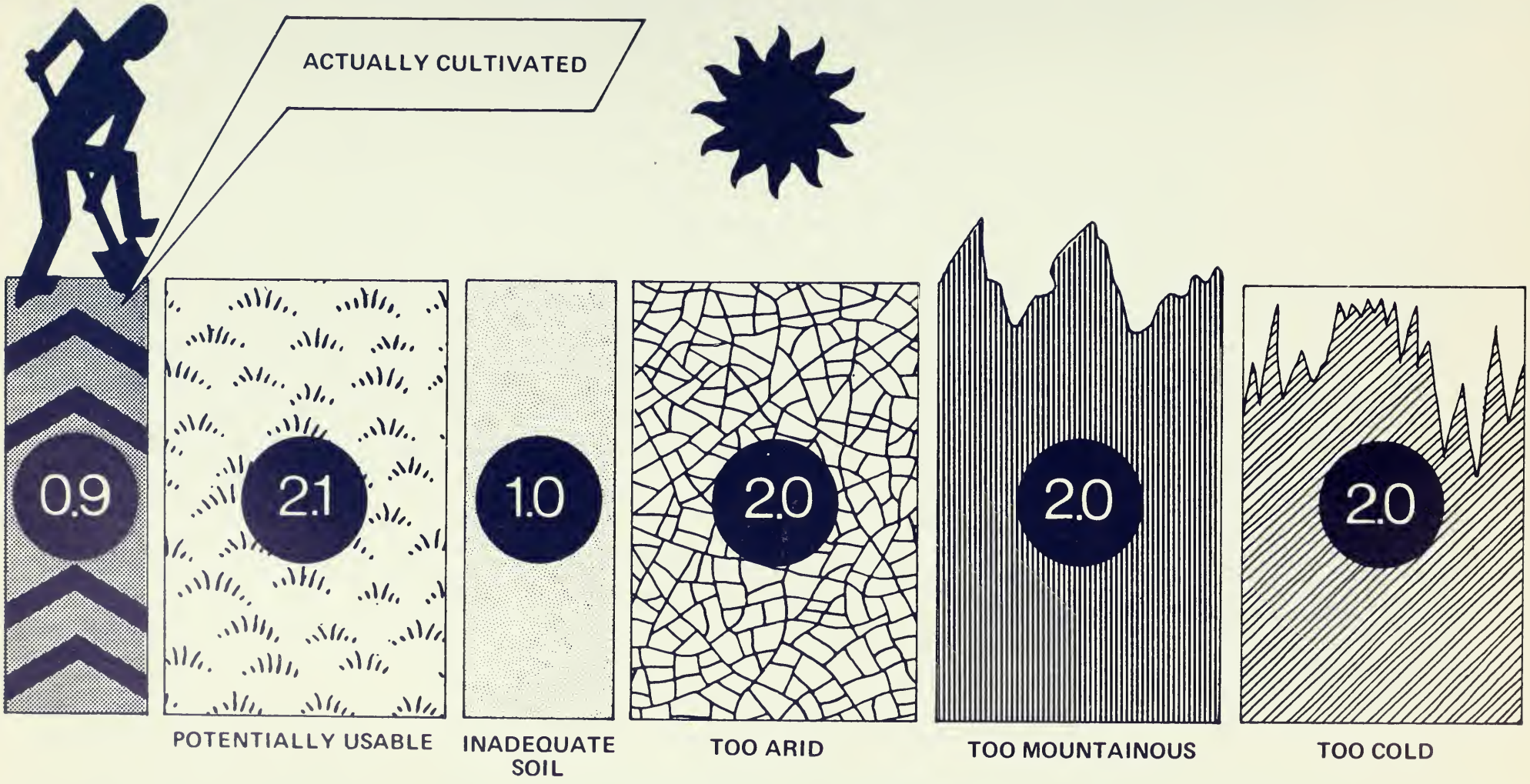
About 98 percent of all human food is produced by agriculture, the remaining two percent comes from the sea. About 52 percent of the world population is located in the agricultural sector. While 18 percent of the population in developed countries is in agriculture, 70 percent of the people in developing countries depend upon agriculture for a livelihood. In the Less Developed countries (LDCs), agriculture generates more than half of the economic activity and accounts for more than 40 percent of the exports. This export trade is usually limited to a few commodities and it helps to explain the emphasis by these countries on commodity problems in international trade discussion.

The very countries that are dependent upon agriculture as their main source of income are also those with lower productivity. FAO estimates that there is 100 times as much animal and tractor power per labor unit in North America as in Africa, and nearly 30 times as much as in India. Furthermore, in the developing countries, if the crop is a food staple, the peasant family traditionally consumes 70 to 80 percent of its total product each year.

There is a very pronounced difference in the food consumed between the rich and the poor nations. The percentage of total crops consumed indirectly in the form of meat, milk and eggs varies from about 85 percent in North America and Oceania to less than 25 percent in the poorest parts of the developing regions.

The greatest calorie shortages occur in the densely populated countries of Asia, among nomadic population groups in the semi-arid areas of countries in Africa and the Near East, and in some Andean countries of South America. These calorie deficits indicate considerable degrees of undernourishment and malnutrition, since the average national figures conceal population groups having an intake above the requirements and the great proportion of the population who have been subsisting on low levels.

ACRES PER HEAD OF POPULATION



Inequalities among regions are much more marked for proteins than for calories. Thus, in the developed countries, the available total protein supplies average 85 grams per person per day of which more than 50 percent is animal protein, while in the developing countries the protein levels average as low as 57 grams, of which only 20 percent is derived from foods of animal origin.

At the Fifteenth Session of the FAO Conference in Rome in November 1969, the FAO Secretariat presented for consideration the Indicative World Plan for Agricultural Development, an effort to analyze the major issues which will confront world agriculture in the 1970s and early 1980s and to suggest the most important directives for national and international actions to resolve them.

The Plan cannot be regarded as a detailed blueprint for immediate application by individual countries. Rather, it is "an effort to provide a framework within which developed and developing countries may better see their own particular problems and their particular contributions to world development. It is of course clear that detailed planning must for the most part come at the country level."

The Plan comes to the conclusion that "the main problems of hunger and malnutrition could be overcome, trade flows could be improved, and a substantial contribution made to providing additional employment. But it will be a gigantic job to shape and improve agriculture in the developing countries to meet their needs by 1985. This can only be accomplished if technical, institutional and economic measures such as those suggested are adopted and carried out."

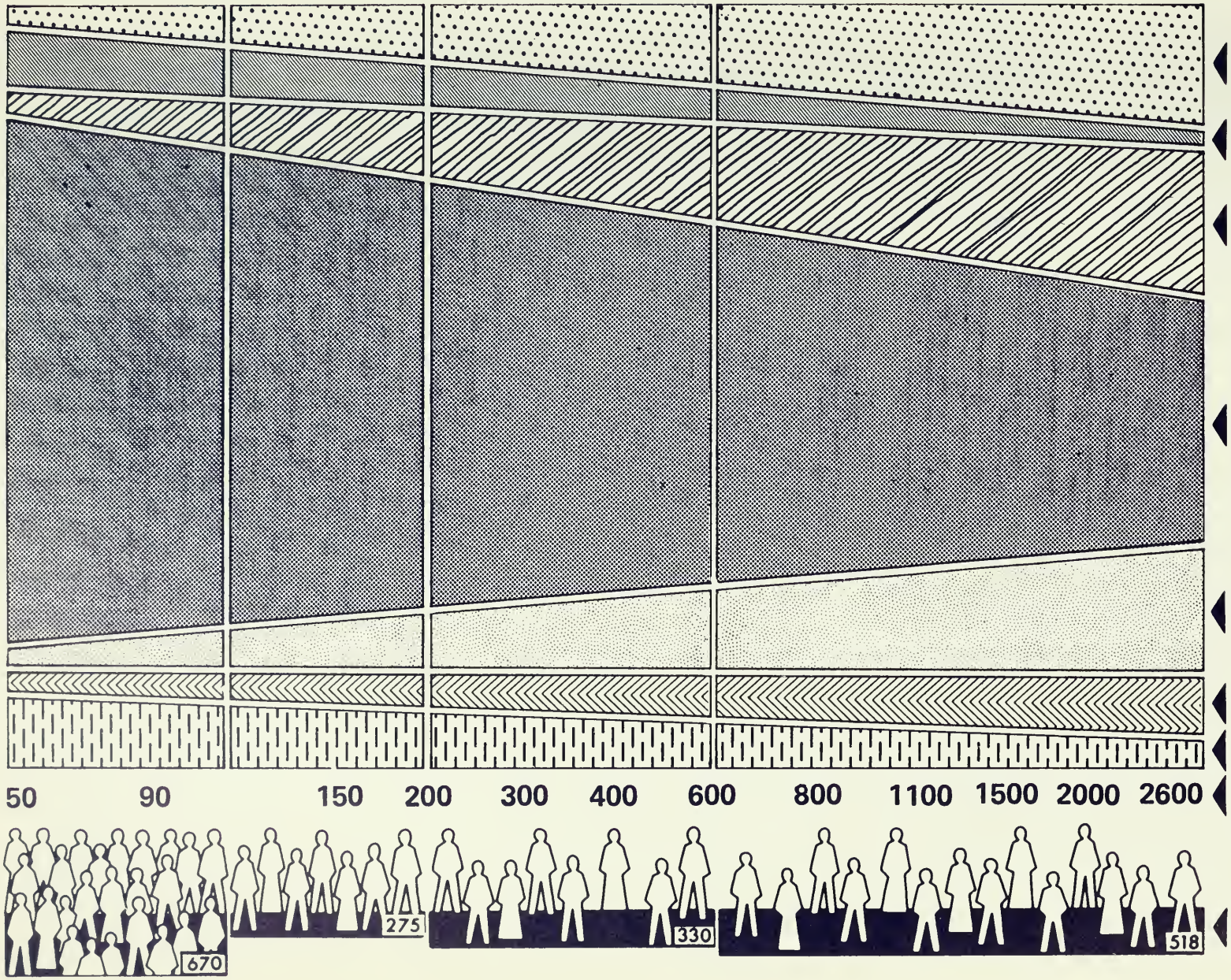
Based on the experience of FAO and 5 years spent in the accumulation of data and advice from the developing countries, IWP's strategy for development is built around five key objectives.

1 Securing the staple food supplies with population growing at 2.5 to 3.0 percent per year. For most countries this means achieving a faster growth of cereal production.
2 Improving the quality of the diet. This calls for adjusting to changes in amounts and in patterns of consumption to meet rising incomes and urbanization. Here the supply of protein, particularly animal protein, is the crucial problem.
3 Earning and saving the foreign exchange that is essential to financing overall development. Emphasis must be upon both boosting exports of agricultural products and reducing imports through economic substitution.
4 Providing a large part of the additional employment that will be needed over the period up to 1985, and at the same time helping to create opportunities in industries related to agriculture.
5 Increasing productivity through intensified use of the basic physical resources of land and water, including forests, oceans and inland waters.

This analysis of the strategy for the next 15 years, carried out by FAO and offering the services that the Organization was designed to provide and is particularly qualified to give, is a far more important concept of a world-wide approach to the elimination of hunger and want than anything FAO previously envisaged. The IWP aims basically at increasing domestic production and improving the standards of living of the producers who comprise anywhere from 60 to 80 per cent of the population of the countries which must produce the greater part of their own food.

The stimulus to provide an overall world analysis of the problems of food and agriculture came from the First World Food Congress at Washington in June 1963. The suggestion that FAO should undertake the collection of data and the analysis of trends in food production, population, industrialization, export earnings, and the

COMPOSITION OF DIETS REFLECTS RISING NATIONAL INCOMES



development of infrastructure, and that these trends be projected for the next 2 decades, was made in a paper prepared for the Congress by the Canadian Freedom from Hunger Committee. This proposal was strongly supported at the Congress by the representatives of the Australian and United Kingdom Committees. A resolution was passed that: "Consideration should be given to the formulation of a world plan in quantitative terms which would be based on nutritional and economic development needs and would indicate the type and magnitude of external assistance needed. The aim should be to eliminate hunger within a specified period."

Realizing that the success of the Freedom from Hunger Campaign depended upon "the active cooperation of the government and the people of every country", the Congress recommended the "holding of a World Food Congress periodically to review a world food survey, presented by the Director-General of FAO, of the world food situation in relation to population and overall development, together with a proposed program for future action."

The fact that FAO responded to this recommendation made it possible for the Organization to enter the Second Development Decade in January 1971 with a better documented and organized plan of action than any of the other UN agencies, and with instructions from the Fifteenth Session of the FAO Conference to amplify, modify, and continue to carry forward its work on what is now to be called the Perspective World Study of Agricultural Development.

"One man's hunger and want is every man's hunger and want. One man's freedom from hunger and want is neither a true nor secure freedom until all men are free from hunger and want".

B. R. Sen—Director-General of FAO, 1956-1967.

people to people

The Tenth Session of the FAO Conference in November, 1959 agreed to sponsor a 5-year Freedom from Hunger Campaign designed to bring into action both in the developing and developed countries the non-governmental organizations and their membership of individuals which already were or should have been involved in supporting the objectives and work of FAO.

Dr. B. R. Sen, Director-General of FAO, recognized the necessity of having the support not only of governments but also of individuals and organizations. He saw the importance of people knowing and working with other people, as fellow members of one family, in a world where the speed of travel and communications was accelerating rapidly, and where knowledge of the dimensions of each others' standards of living was ahead of society's apparent capacity to bridge the gap between the rich and the poor.

The Freedom from Hunger Campaign was launched in Rome on July 1, 1960 to provide "information and education about the problems, needs and possibilities of hungry countries" and to stimulate "action in the form of specific projects" designed to enable peoples' organizations in the rich countries to provide direct financial support for self-help projects in countries which were striving to break "the lethal circle of poverty and stagnation".

The Campaign has been successful in achieving some aspects of these objectives. National FFHC committees are active with varying degrees of effectiveness in some 90 countries. In the developed countries they have contributed definitely to the understanding of the problems of hunger and want, and in providing financial support for their alleviation.

Canada has taken a responsible role in the campaign. Early in 1960, the Federal Government contributed $23,000 to the Campaign Trust Account set up by FAO, and loaned the services of H. L. Trueman and J. R. Pelletier, together with

supporting office services, to get the Campaign started in Canada.

The initial meeting was called by Dr. H. H. Hannam, President of the Canadian Federation of Agriculture, and Dr. G. S. H. Barton, former Deputy Minister of Agriculture, CDA, who gave their strong support to the Campaign. Both these men had represented Canada at the Quebec Conference and Hannam had attended every FAO Conference since 1945. On March 22, 1961, Mr. Willson Woodside, National Director of the United Nations Association in Canada, and Chairman of the interim organizing committee, called together in Toronto representatives of 33 Canadian organizations to form the Canadian Freedom from Hunger Committee. Mr. Mitchell Sharp, later to become Canada's Minister for External Affairs, was elected Chairman.

In 1963, when the First World Food Congress recommended that the Campaign continue until the end of the decade, the Canadian Committee was reorganized to become the Canadian Hunger Foundation. The promotion in Canada of the Freedom from Hunger Campaign of FAO has been the responsibility of this organization. It has been a non-governmental body since its inception in 1961. Its objective has been to inform the Canadian people about the problems of food and population, to mobilize their support for increased governmental participation in these fields of international development, and to stimulate fund-raising for the support of self-help projects overseas. The CHF works with a number of its 90 counterpart FFHC Committees in other countries.

The Foundation arranges for the distribution of free FAO literature to schools and study groups, and publishes its own quarterly magazine *Hunger* which reports on FAO matters of particular interest to Canadian teachers. Special issues are prepared from time to time; one of the most popular, *Major Problems of World Nutrition*, is in its second edition and its fourth printing.

During the first decade of the Campaign, Canada made some notable contributions. About $2.5 million was raised for projects operated through FAO, and several million dollars for projects operated directly by the voluntary organizations which cooperate as the Canadian Hunger Foundation. Of special interest is the FAO/International Food Technology Training Centre at Mysore, India, for which more than $500,000 was raised to train candidates from south and southeast Asia in food preservation and processing. More than 400 participants from 14 FAO countries have benefited through this project.

An outgrowth of the success of the Mysore Project was the establishment of the million dollars Canada plus One project of the grocery and allied industries to extend similar training into Africa and Latin America. Canada also took the lead in providing funds for the mechanization of fishing boats in the smaller countries of Asia and Africa, and is now supporting the construction of ferro-cement boats of new and larger design. The Red Cross Youth of Canada raised more than $200,000 for school garden and nutrition projects in the Sudan. Canadian Churches have supported an increasing number of self-help development projects.

An outstanding development of the Freedom from Hunger Campaign was the holding of the First World Food Congress at Washington in 1963, and the second at the Hague in 1970. The first was called to review the progress of the Freedom from Hunger Campaign and to alert the world of the magnitude of the problems of hunger and want. Each of the 1,300 participants was there in his or her personal capacity as an informed and concerned person, and not as a representative of any government or organization. The Congress succeeded in its avowed aim of being a dramatic expression of the first objective of the FFHC—to inform and educate people on the problems of world hunger and want. It went further as reported in

the chapter entitled, *A Strategy for Plenty*,—it asked for a periodic accounting of progress with definite plans for future action.

The Second World Food Congress, called by FAO at the Hague in 1970, got this accounting in the form of the Indicative World Plan for Agricultural Development. The Congress found that world food problems are inseparable from overriding political, social, and economic ills. The participants again attended as individuals—some 1,800; 600 were from the developing countries, including 280 young men and women, many of whom were not born when FAO was founded only 25 years before. More than 50 Canadians participated, about 30 of them in the youth group.

This type of Conference is unique in the UN system. It provides an opportunity for FAO to bring together governmental and non-governmental people in a setting where they can bridge the communication gap described by the Rt. Hon. L. B. Pearson in his Anniversary paper: "Often, plans and programmes have not gotten through to the people. It has been too much of a case of expert to expert and official to official."

In the process of adopting improved methods to increase production, of raising standards of living, and of building better communities, the young people will be assuming greater responsibilities. They need help to express themselves. They can provide the dedication and the moral and physical strength needed to attain FAO's objectives. FAO began some time ago to invite youth to participate in development activities. The culmination of this first stage was the Young World Development Conference in Toronto in 1967, following six regional conferences. One of the key speakers was the late Tom Mboya of Kenya. This conference was organized by FAO and the cost underwritten by Massey-Ferguson Limited as its Canadian centennial project. The Conference laid the foundation for a continuing youth program; one of the Canadian manifestations of this program has been the Miles for Millions Walk through which more than $5 million have been raised for overseas development projects.

"The question which now arises is whether the rich and developed nations will continue their efforts to assist the developing countries or whether they will allow the structure built up for development cooperation to deteriorate and fall apart."

L. B. Pearson—from Partners in Development.

the structure of fao

FAO, like the other specialized agencies of the UN family of organizations, is an autonomous body with its own constitution, its own policy-making and executive bodies, its own budget, and its own Secretariat and administration. The FAO works closely with the United Nations organization and reports to it through the UN Economic and Social Council (ECOSOC). It also works with other specialized agencies and bodies on matters of mutual concern.

At the end of its first 25 years FAO has a headquarters and field staff of about 3,000—a staff that takes an oath of loyalty to this international United Nations agency. Staff members come from developed and developing countries. They operate in an atmosphere quite unlike that of a national government. They are accountable to a governing body made up of representatives of the 121 member nations. The staff must adapt themselves to the cultures and customs of the people with whom they work. They may demonstrate, teach, encourage and cajole, but they cannot give orders. They administer no laws and regulations. Some 400 Canadians have served FAO both at Rome and in the field (for names see Appendix 4). How the FAO staff is deployed in its working units may be seen on the organization chart (Appendix 8.)

The total FAO resources are now more than $100 million annually, with nearly 40 percent for the Regular Program at Rome and in the field, and the larger sum for UNDP Technical Assistance and Special Fund projects.

The Regular Program is financed by assessed contributions from member nations. The assessment is based on such criteria as gross national product, population, standard of living and differences in ability to pay. In the 1970-71 scale of contributions the United States assessment (31.57) is highest, followed by the Federal Republic of Germany (8.99), United Kingdom (8.49), France (7.69), Japan (4.85), Italy (4.15) and Canada (3.87) (Appendix 5). The minimum assess-

ment of 0.04 per cent is paid by each of some 54 of the developing member nations.

The Conference, the governing body of FAO, meets every 2 years. Regional conferences are held every other year in Africa, Asia and the Far East, the Near East, Latin America and Europe. Their purpose is to review FAO's work in the respective regions, to serve as forums for discussions of problems and policies, and to provide guidance in the preparation of future programs of work.

The FAO is the focal point for a system of commissions, committees, working parties and panels that bring together representatives of member nations or individuals who strengthen the work of FAO but are not part of the staff. (For more information on statutory bodies, see Appendix 6).

a day at the conference

The question often asked is: what does a delegate do at an FAO meeting? The governing body of the FAO is the Conference. It meets once every 2 years for a period of 3 weeks. Nearly a thousand delegates and observers from 121 countries, from other United Nations Agencies and from many non-governmental organizations, speaking 30 or 40 mother tongues between them, but working in five languages—English, French, Spanish, Arabic and German—move through an agenda consisting of 62 items.

In this short time the delegates review the changing trends of world agricultural, fisheries and forest industries and discuss problem areas of the situation in some detail. They make recommendations on production, on policies, and approve international conventions dealing with, for example, plant protection and resources' use. They review the work of more than 3,000 technicians, economists and administrators working in almost every corner of the globe and examine, modify and approve a program mapped out for the next 2 years. They consider the multi-million dollar budget submitted by the Director-General and get involved in housekeeping problems which can range from the election of a Director-General to the problems of renting new office space and the salaries of the agency staff.

The first day of the Conference has something of a festival atmosphere, with the bright national costumes of many delegates (later most of them will revert to sober business suits) vying with the flags of member countries flapping in the autumn sunshine, with the flicker of press photographers' flashguns, the blaze of television arclights and as much backslapping and handshaking as at any convention. Even during the first day the delegates' views will be sought in respect of support for the election of chairmen, or for a resolution. During the Conference this type of consultation and politicking will continue. Delegates from the same region will meet in caucus. The daily proceedings bulletin will indicate where the Latin American

countries, the African, the European, or the Middle East countries will meet at 8:30 in the morning. On a less formal basis, the 90 or so developing countries may meet in private to map strategy. In turn, the developed countries may have their own consultations. Yet at each Conference there has not been a split down the middle. Countries within a region do not necessarily speak as a bloc. Delegates from developing and developed countries often find themselves on one side arguing with delegates from developing and developed countries on the other side.

When a delegate registers at the Conference office on the opening Saturday morning he gets a bundle of Conference documents, all the last-minute studies, reports and recommendations on a bewildering variety of topics that it has just been impossible to get out before. After the opening speeches, elections of Conference officers and the like during the first day of the Conference, the evening can be consumed by a study of all this new documentary material. The second day might be spent on the telephone to Ottawa or Canberra, Bangkok or Santiago, seeking advice on a dozen issues raised in this new documentation.

Most important is the amount of work that has already been done before the Conference session opens. The 34-nation Council and its subsidiary bodies, such as the Program and Finance Committees, the Committee on Constitutional and Legal Matters, the Committee on Commodity Problems, and the Committee on Fisheries and Forestry, have already gone over much of the agenda during the months before the session and, on many issues, have already put up detailed recommendations for Conference acceptance. Many of the issues to be discussed have been analyzed in papers prepared by the Secretariat. All these reports and recommendations have been circulated to governments weeks, even months before, for discussion by the ministries involved. The delegate, after having received some 70 documents, has a good picture of the talks to come on many questions and of his government's point of view to be expressed upon them. He arrives at the Conference well armed with his government's instructions. By the time the Conference is finished he has received over 100 additional Conference documents and 67 verbatim records covering the Plenary meetings and the three Commissions.

When the Conference gets down to the essentials, the work is divided between the Plenary and the three Commissions of the Conference. The views of the Conference are embodied in the report of the Plenary Session. Indeed, the Conference sitting in Plenary Session with its large representation of Ministers of Agriculture is directly responsible for major decisions, such as the admission of new member countries, the election of member countries to the Council, and so on. But the greatest part of the program of the Conference is carried out by the Commissions which sit, for the most part, simultaneously and the report of the Plenary incorporates the reports of these Commissions. Thus while delegation leaders are discussing general policy questions of world agriculture in a Plenary Session and laying down the general framework, delegates in the First Commission are discussing agricultural problems in specific terms. While delegates in Commission II are working their way through the Organization's past activities and proposals for future action, the delegates in Commission III are wrestling with legal and administrative questions. In addition, there are drafting groups and many informal working parties to work out a consensus of opinions behind closed doors.

The FAO Conference provides a forum for expressing opinions, urging certain agricultural policies on the world community, and on developing action programs. There are sometimes almost as many opinions or shades of opinion (by no means all of them clearly established in advance) as there are member countries. Most of these opinions and injunctions are not binding; they reflect international thinking,

Canadian delegates meet in Canada Room, FAO Headquarters, Rome, Italy, 1967. ***Left to right:*** *J. Cousineau, Canadian Embassy; Frank Shefrin, Director, International Liaison, CDA; Paul Babey, then President, Alberta Farmers' Union; S. B. Williams, Deputy Minister of Agriculture, CDA; Hon. J. J. Greene, then Canada's Minister of Agriculture; and Russell C. Honey, Canadian Member of Parliament.*

but they still remain to be translated into law or adopted as policy by national governments.

Instead of applying itself to a formal motion, therefore, the Conference takes up a subject as it is introduced; for instance, in a Secretariat study, in a report from the Council, or on the basis of a decision reached by a previous session of the Conference. Speaking one after another, delegates express their governments' opinions in fairly general terms.

While it is seldom that a rigid stand is taken, delegates have an opportunity to feel out the general climate of opinion and to affect it if their countries have views on the question or accept it if the views of other delegates seem reasonable. From these free and informal discussions a consensus begins to emerge and this consensus is expressed in the report of the meeting. By their ultimate adoption of the report of the Commission, delegates finally endorse the opinions expressed.

If this is—as many people believe—much the most effective way of reaching international agreement on topics which are often hedged about with disagreement, it is, nevertheless, very taxing for the delegates and for those who service the meeting.

It calls for a good chairman who can keep discussion in some focus without restricting it unnecessarily, who can sum up effectively from time to time to remind delegates where their talks are leading them, who can keep a tight timetable in mind and keep discussion moving without stampeding it. It calls for good rapporteurs and Secretariat who can extract the essence out of a day of talk and present it in a few hundred words.

And above all it calls for good delegates; delegates who can relate their countries' views to those of other countries and who can cooperate in developing recommendations and opinions that are realistic and can be adopted by their governments as national policy. Yet reality is something that it can be difficult to cling to. Since there is little direct cut and thrust of direct debate in many of their sessions they often seem to be very relaxed. Although delegates' seats are often unoccupied, in fact absent delegates are frequently negotiating agreement on difficult questions in a quiet corner of the delegates' lounge.

To get the complete picture one must wade through the official report of the session, a bulky document of two or three hundred pages that appears a month or so after the meeting. This bulky document is a summary of documents considered by delegates at the Conference.

Even a digest of this report makes solid reading but, to take a particular session as an example, among the acts of the 15th Session of the Conference, in 1969, were:

• A discussion, in great detail, on the Indicative World Plan for Agricultural Development, which had been brought together by the Secretariat aided by top-level international consultants over the previous 4 years. The study estimated the increased demand for food of a growing world population to 1985, and discussed the problem areas of the agricultural economy and the policies which might be adopted to deal with them.

The central report and supporting regional studies, running to about ten volumes, was vigorously debated by the Conference which finally agreed, with some reservations, that it provided an invaluable framework for further world agricultural planning. The Conference approved the continuance of this Perspective Study of World Agricultural Development, particularly as support for international activity during the Second UN Development Decade.

• A review of the recent upturn in food production in a number of countries, stressing the importance of education and training and land reform in a continuance of the encouraging trend.

• A discussion on recent tendency in surplus food stocks to develop in temperate zone countries and suggested studies and various measures, including adjustments in price and income supports and increased support for various food aid schemes to absorb surpluses.

• A discussion on trade problems of the many developing countries which have been able to achieve little increase in their agricultural exports. The Conference noted that the problems sprang from the excess of supply over demand for many commodities as well as the competition of synthetics for many natural products. It urged FAO to continue its commodity-by-commodity efforts to improve the situation in this field.

• A review of proposals for a program supporting the development of dairying industries in the developing countries. Further study and discussion of the proposals were called for.

Canadian delegates at 15th Session, FAO Conference, Rome, November 1969. ***Upper:*** *Dr. Rolland Poirier (foreground), Assistant Deputy Minister, CDA; Clément Vincent, then Minister, Quebec Department of Agriculture and Colonization, and J. Adrien Lévesque, then New Brunswick Minister of Agriculture.* ***Lower:*** *Hon. H. A. Olson (right), Minister of Agriculture, S. B. Williams (center), and in background F. Côté, then Parliamentary Secretary to Mr. Olson and Frank Shefrin, CDA.*

- A discussion on problems of marine pollution, overfishing of certain fish stocks, shortage of trained fishermen and lack of capital that limits the growth of fishing industries in many developing countries.
- A review of FAO activities for increasing supplies of protein foods—one of the weakest areas in world food production; its work in multilateral food aid, particularly through the World Food Program which has organized the distribution of hundreds of millions of dollars worth of food aid; and activities under the citizen-supported Freedom from Hunger Campaign.
- A detailed review of reports of every division of the agency on their activities over the previous 2 years and an examination of their proposals for the biennium to come. Many of these proposals were accepted and others accepted with some modification. Some were rejected.
- Approved a budget of $70.6 million for the 1970-71 biennium. This is a substantial amount but, in the end, it would be dwarfed by the further expenditures on research and development by other agencies and by member countries.
- Dealt with many constitutional and legal matters. For example, the Conference confirmed an agreement for cooperation in technical fields between FAO and the Organization for African Unity and it agreed on establishment of an emergency fund for the control of livestock diseases and for initial control activities against sudden outbreaks of the desert locust.

The delegate, leafing through the hundreds of pages of the Conference report in which these discussions are summarized and decisions recorded, might wonder how he and his fellow delegates got through so much agenda in so little time. Yet if he has played his proper role in the session, he will be able to see, again and again, how his country's views have contributed to the whole. Some of the report merely reflects a consensus of opinions, hopes and good intentions, but a very substantial part of it will continue to echo for years to come in higher food production and improved nutrition in countries where hunger is still widespread, and in measures for conservation of natural resources which have, in the past, been plundered and polluted.

canadian liaison with fao

Canada's membership in the FAO was formalized when Parliament passed the Food and Agriculture Organization of the United Nations Act in 1945. The text of the Act reads as follows:

"An Act for carrying into effect the Agreement for a Food and Agriculture Organization of the United Nations between Canada and certain other Nations and Authorities.

Whereas the United Nations Interim Commission on Food and Agriculture was constituted in July 1943 to prepare a plan for a permanent international organization for food and agriculture, which plan is embodied in an Agreement, set out in the Schedule, establishing the Constitution of the Food and Agriculture Organization of the United Nations to be signed and come into force as soon as twenty nations have notified their acceptance of the Constitution

And whereas Canada is transmitting an instrument of acceptance of the Constitution to the Interim Commission on Food and Agriculture, and it is expedient that the Governor in Council should have power to do all such things as may be proper and expedient for giving effect to the Agreement: Therefore His Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

SHORT TITLE.

1 This Act may be cited as the Food and Agriculture Organization of the United Nations Act. 1945, c. 4. s. 1.

2 (1) The Constitution of the Food and Agriculture Organization is hereby approved.

(2) The Governor in Council may make such appointments, establish such offices, make such orders in council and do such things as appear to

him to be necessary for carrying out the provisions of the Constitution set out in the Schedule.

(3) All expenditures incurred in carrying out the provisions of subsection (2) shall be defrayed out of moneys provided by Parliament. 1945, c. 4, s. 2.

3 The Secretary of State for External Affairs shall prepare and lay before Parliament a report of operations under this Act as soon as practicable after the close of each fiscal year, but in any event within thirty days after the end of each fiscal year, or, if Parliament is not then sitting, within thirty days after the commencement of the next ensuing session. 1945, c. 4, s. 3."

To facilitate day-to-day liaison between the Canadian Government and the FAO, an Interdepartmental FAO Committee was set up in March 1946 at the request of Lord Boyd Orr, the Director-General of the FAO, who in a letter to Canadian authorities early in 1946, said:

"I have under consideration arrangements whereby close contact would be maintained between FAO and the member nations, and have decided that the best means of securing quick exchange of information would be by setting up a National Liaison Food and Agriculture Committee in each country, provided this met with the approval of Governments.

The kind of Committee set up would vary with the political constitution and needs of the country. In general, the kind of Committee which would be most helpful would be one consisting of representatives of Government Departments dealing with food, agriculture (production and marketing), forestry, fisheries, nutrition and statistics in these fields, together with one or two representatives of non-Government bodies—for example, agricultural organizations—and with a Government official as Secretary, one of whose duties would be to ensure that Ministers concerned were kept informed of negotiations between FAO and the Committee.

I will be glad if your Government would consider this proposal and, if they approve, proceed to the formation of such a Liaison Committee, and advise me direct, or through you, of the name and address of the Secretary."

The following reply that was sent on February 16, 1946.

"You may assure the Director-General of FAO that the Government is fully in favour of the establishment of such a national liaison committee as he suggests."

The Departments represented on the Committee include Agriculture, Fisheries and Forestry, National Health and Welfare (Nutrition), Industry, Trade and Commerce, Finance, External Affairs, the Canadian International Development Agency, and the Dominion Bureau of Statistics. The Department of Agriculture has over the years provided both the Chairman[1] and the Secretary.

In general terms, the Canadian Interdepartmental FAO Committee is responsible for ensuring that Canada assists in the proper operation of FAO.

The Committee's functions fall into four broad categories: advisory, liaison, information and policy. In detail, these are:

1 to act in an advisory role to the government on the proposed program and budget of the FAO as a whole and on those parts of it that are of special concern to Canada;

[1] Between 1946 and 1971 the Chairmen are as follows: G. S. H. Barton, J. G. Taggart, J. F. Booth, A. H. Turner, S. C. Hudson and Frank Shefrin.

2 to act in an advisory capacity on the national position to be taken with respect to policies and programs referred by FAO;

3 to act in an advisory capacity vis-à-vis the FAO Secretariat;

4 to facilitate communication between FAO and the Canadian Government and the departments of Government concerned. The latter is of importance as it relates to an exchange of scientific and technical data required in FAO's work or of use in Canada;

5 to prepare reports for FAO as required by the constitution of FAO and for the Government as required by the FAO Act;

6 to prepare and publish informational and publicity material on FAO and on Canada's activity in this sphere;

7 to prepare or be responsible for the preparation of position papers on subjects arising out of FAO conference resolutions;

8 to assist if considered desirable in arranging for visits to Canada of the Director-General of FAO and other senior officers and the organization of FAO seminars in Canada.

The Canadian Hunger Foundation is the direct liaison between the FAO Freedom from Hunger Campaign and the Canadian non-governmental organizations. Its functions were outlined in the section entitled "People to People".

The Canadian delegation to the FAO Conference is led by the Minister of Agriculture; representation is drawn from the various federal departments; provincial authorities are also participants. In addition, the Canadian Federation of Agriculture, the Farmers Union of Canada and the Canadian Hunger Foundation are invited to participate as advisers to these delegations.

Canada[1] is a member of the FAO Council, the executive body of the FAO Conference; the Committee on Commodity Problems; the Committee on Fisheries; the Committee on Forestry; the Grains Group; Oilseeds, Oils and Fats Group; Fibre Group; the Meat Group; the Intergovernmental Committee of the World Food Program, and the Sub-Committee on Surplus Disposal.

Canada, along with other FAO member nations that have diplomatic missions in Rome, has a permanent representative accredited to the FAO. He is the point of liaison in Rome between the Canadian Embassy and FAO.

1 An indication of the role played by Canadian delegations is given in Appendix 7, which lists the chairmanships and vice-chairmanships held by Canadians at the various FAO meetings.

PART II

fao in an evolving world

"I am almost tempted to say that if this Organization succeeds it will perform a miracle. Well, we are living in a day of miracles. We performed them during the war, and one of the most important was getting nations to cooperate for the achievement of one great aim."

Lord John Boyd Orr. Quebec City, October, 1945.

"To reach these goals, FAO remains an indispensable international institution."

L. B. Pearson. 1970.

About 90 of FAO's 121 member nations can be defined as developing countries. The majority are new countries which have only recently acquired independence. Most atlases have not caught up with the new countries, their locations, or their names. Many text books are a decade behind events. Most of the people living in these countries depend upon agriculture for their livelihood. They lack the resources, the skills and the institutions to reach the rate of economic growth essential to attain the objectives set out in FAO's charter. As L. B. Pearson points out, "there remains much to be done. Too many people are still inadequately fed . . . too many are still unable to make a decent living from the land . . ."

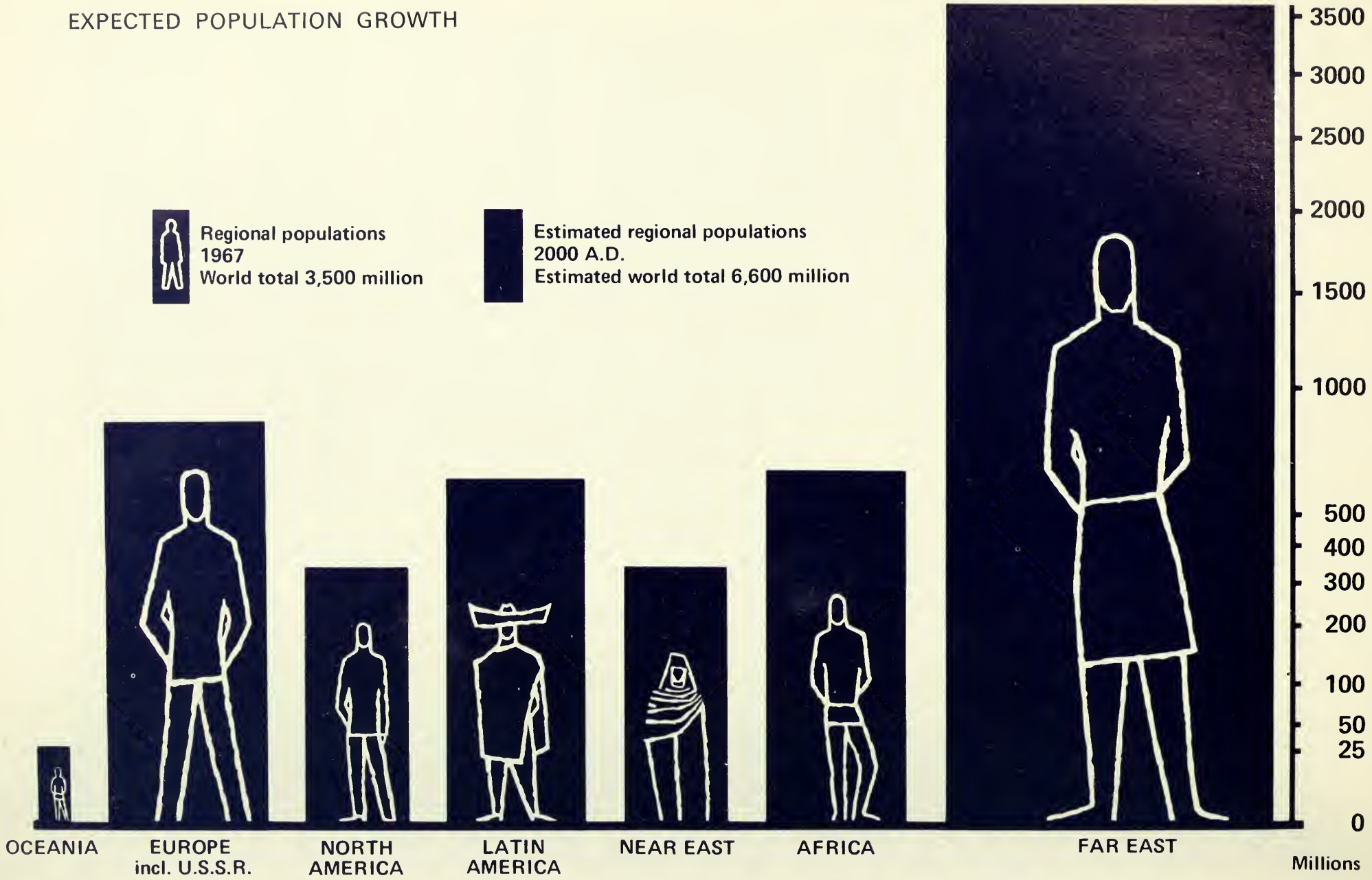
The FAO has, however, indicated that there is "evidence that at long last something of a turning point may have been reached in the difficult struggle of the developing countries to achieve a sufficiently rapid increase in their food production". But, old and new problems continue to nag the conscience of FAO's members.

What can be done about agrarian reform ? What about the unemployed and underemployed ? Why is the question of population so evasive, so emotional ? When will the debate on trade and aid come to a satisfactory solution for all parties ? How to contend with pollution ?

The Hon. H. A. Olson, Canada's Minister of Agriculture, points out the FAO's membership is "living in an era of rising expectations". The pressure to move ahead is even greater today than it was 25 years ago. Clifford Hardin, the United States Secretary of Agriculture, says that "the past quarter-century has been an era of change, and today, as we look to the future, the change must still be our first concern".

A. H. Boerma, Director-General of the FAO, in considering the next 25 years, calls for "a review and fresh look at objectives, the role and efficiency of FAO". In Part II of "Canada and the FAO" a number of interested individuals who have been actively associated with the FAO over the past 25 years do what Mr. Boerma has suggested—review the experiences and accomplishments of the past and indicate action priorities for the next 25 years.

EXPECTED POPULATION GROWTH



message of the secretary-general of the united nations

ON THE OCCASION OF THE TWENTY-FIFTH ANNIVERSARY OF THE FOOD AND AGRICULTURE ORGANIZATION

As the United Nations is celebrating its own twenty-fifth anniversary we all realize only too well the momentous problems that the world community faces today. Of these, not the least importànt are the global problems of poverty and want, hunger and malnutrition, illiteracy and poor health which are the common lot of such a large part of mankind. In attacking these problems the United Nations family of agencies, among whom FAO has an honoured place, has been able to play a major role. It therefore gives me particular pleasure to mark this twenty-fifth anniversary of the first FAO Conference.

It was at the Conference which opened in Quebec City on 16 October, 1945, that the ground was laid for the close association with FAO of which we in the United Nations are very proud. The Quebec Conference recognized that as a corollary of Article XIII of the FAO constitution, "the organization shall constitute a part of any general international organization to which may be entrusted the co-ordination of the activities of international organizations with specialized responsibilities". It accordingly resolved that the FAO should "so order its procedures and practices as to achieve the closest relationship with the United Nations and the other specialized agencies established in connection therewith".

The emphasis laid on the FAO being a part of the United Nations system is easy to understand if we go back to the Final Act of the Hot Springs Conference. That remarkable document stressed that freedom from fear and freedom from want are interdependent; that freedom from the greatest want, hunger, could now, for the

first time in history, be achieved for all mankind ; that it could be achieved through—and only through—the concerting of efforts, internationally and nationally, on a scale never before attempted, to break the cycle of poverty, disease, ignorance and hunger and to raise the level of nutrition and living standards. In that great and many-sided task, FAO was to have a crucial role to play : it was to be the Food and Agriculture Organization of the United Nations, an integral part of the new world system whose purposes are so eloquently set forth in the Charter.

It has indeed been a partner of the United Nations during the past twenty-five years. FAO's principal public monument lies in what it has been able to initiate, encourage, foster and support in every corner of the world, in the interests of agriculture, forestry, husbandry, fisheries and of those who draw their living therefrom. It has also greatly helped to create a world consciousness and to mobilize popular support in the fight against hunger through the Freedom from Hunger Campaign. In doing these things, it has given much to—and been given much by—the other arms of the United Nations system at Headquarters, in the regions and in each country in which it operates.

In the Introduction to my Annual Report to the United Nations General Assembly this year, I wrote that at the time when reforms for the purpose of strengthening United Nations institutional arrangements are being explored, it should be recognized that most of the United Nations achievements in the economic and social fields "would not have been possible without the close and active support of all members of the United Nations system". To realize the role of the FAO in the United Nations' major programs, one needs only to call to mind the questions of the utilization of the world's water resources and of those of the seas and oceans, the protection of the human environment and the application of science and technology to development. The World Food Program—which last year alone committed more than US$300 million for projects in 40 countries—is a joint United Nations-FAO endeavor. The Second Development Decade, drawing strength from the lessons of the first, but going far beyond it in its social objectives, will, we hope, be solemnly proclaimed by the United Nations General Assembly next week. Indications are that it will involve national targets of a kind never before attempted ; it will enormously add to the complexities as well as the dimensions of international action. It must succeed, and FAO will have a quite vital role in its success ; but another condition for success must not be overlooked—namely, a far closer integration of the efforts, the thinking and the functioning of organizations of the United Nations family. This is the basic finding of the major inquiries which have recently been undertaken in the organization of multilateral assistance for economic and social development. With the experience and the goodwill that have been built up over 25 years, and are exemplified in the relations between FAO and the United Nations, such a closer integration should not be difficult to achieve.

U Thant

fao in a changing world

A. H. BOERMA, Director-General, Food and Agriculture Organization of the United Nations.

I feel very privileged, as Director-General of FAO, to share in the celebration of the 25th anniversary of the Organization. But there is more to it than a sense of privilege. For me, this is a day which arouses very deep feelings—feelings in which pride, humility, nostalgia and hope all have their share.

I think it is only appropriate that I should begin by paying tribute to Mr. Lester Pearson, whose title to our homage rests on many counts. That he has held the high distinction of being Prime Minister of Canada is one. That he was subsequently appointed to be Chairman of the Commission on International Development, whose memorable Report bears his name, is another. That he has been, throughout his conspicuous, varied, and brave career, an unswerving advocate of international harmony and the rights of the less fortunate is yet one more. But, as the present Director-General of FAO, I must say that he is closest to us as the man who, first as Chairman of the United Nations Interim Commission on Food and Agriculture following the Hot Springs Conference of 1943, and then as Chairman of the First Session of the FAO Conference, did so much to make a reality out of the great ideals on which our Organization was founded.

The theme that I have chosen for my paper is "FAO in a Changing World". There is no question that, in the 25 years of FAO's existence, the world has changed more rapidly than ever before. And it is even more likely that, in the next 25 years, the pace of change will grow faster and faster still. But let us look back to that world of 25 years ago which is already so different from the present in so many ways. Let us try to recapture the spirit of those who met to found this Organization and see to what extent the hopes and ideals they then expressed have been realized in the years we have travelled since.

We must first of course remember that they met just after the end of a long and terrible war—that they were, in a sense, like men emerging into the sunlight after years confined in darkness. What they saw before them was a shattered world to be rebuilt. This mood was well-expressed by the delegate from Yugoslavia, Mr. Ivan Randic, when he said: "The armed forces have ceased to fight, but now a new army is appearing—an army of technicians, agriculturists, scientists and laborers—which is commencing an inadequate fight with nature, a fight against disorganization, a fight against poverty, a fight against famine, uncertainty and evil . . ."

The same mood was struck, if perhaps in more outrightly optimistic tones, in a message to the Conference from President Truman, the successor of that inspired leader, Franklin D. Roosevelt, to whose political vision in convening the Hot Springs Conference the creation of FAO owes so much. Mr. Truman said: "The first conference of the Food and Agriculture Organization is truly a momentous occasion. It is an occasion on which the people of the United Nations begin to cultivate, if not yet to gather, the fruits of victory."

There were many other memorable things said at that first Conference. I do not propose to read you great extracts from the records, but I think it would be very worthwhile, in an attempt to re-create the spirit of the men of 1945, if I were to quote just a few of the more striking sentiments that were expressed on that occasion by some of the delegates from different parts of the world.

To take them in the order in which they were spoken, I am glad to say that, in glancing through the records, my eye first alighted on some words of the man who has been described as "the true father of the Food and Agriculture Organization"—Frank McDougall of Australia. Mr. McDougall, who was addressing the meeting as Chairman of the Reviewing Panel of the Interim Commission, said among other things: "FAO will not only be a center for the interchange of knowledge or for technical assistance. It must become the international spokesman for the world's consumers of food, and of agriculture and forest products. At the same time it must be the spokesman for a hitherto all too inarticulate voice in the world's councils—the producers of the world's food and raw materials—the farmers, foresters and fishermen."

FAO Commemorative Plaque was presented to FAO Director-General A. H. Boerma by the Hon. H. A. Olson, Canada's Minister of Agriculture, during the 25th Anniversary, October, 1970, Ottawa, Canada.

The Food and Agriculture Organization
of the United Nations (FAO) was founded
in Quebec City on October 16, 1945,
as an agency for international action to fight poverty,
malnutrition, and hunger.
This plaque was presented to Dr. A. H. Boerma,
Director-General of FAO,
by the Honourable H. A. Olson,
Minister of Agriculture for Canada,
at a commemorative ceremony
marking the 25th anniversary of the founding of FAO,
held in Ottawa, October 16, 1970.
FAO
FIAT PANIS
L'Organisation des Nations Unies
pour l'alimentation et l'agriculture (FAO),
fondée à Québec le 16 octobre 1945,
est un organisme international
de lutte contre la misère, la malnutrition et la faim.
Ce parchemin a été présenté à M. A. H. Boerma,
directeur général de la FAO,
par l'honorable H. A. Olson,
ministre de l'Agriculture du Canada,
lors d'une cérémonie commémorant
le 25e anniversaire de fondation de la FAO,
à Ottawa le 16 octobre 1970.

Moving on through the pages, I noted with pride what was said by a distinguished fellow-countryman of mine, Mr. S. L. Mansholt of The Netherlands. Mr. Mansholt, who has more recently been caught up in the insidious toils that the problems of prosperity may present, declared at the Conference: "The work which FAO takes on its shoulders can be decisive for the whole future of the world. If FAO is successful, it may be possible that the standard of living in the whole world will reach for the first time a level of which humanity need not be ashamed."

Next, there was the delegate of the only independent Republic of our African Region present at the Conference—Mr. Frederick A. Price of Liberia. Referring to certain objectives facing the new Organization, he said that their attainment would represent "a great step toward eliminating want and suffering and the promotion of independent and general well-being throughout the entire world."

In the afternoon of the same day, Mr. Clinton P. Anderson, the Secretary of Agriculture of the United States, went on record as saying: "At this conference we are laying one of the foundation stones of lasting peace. My country is proud to be one of the original members of FAO and eager to bear its full share in the great task that faces all of us here."

There followed a remarkable statement by Mr. David Wilson of New Zealand. I should like to have been able to quote much of what he said, but I will content myself with these words, with their powerful echo of Abraham Lincoln: "The world as a whole cannot for long prosper if it is half slave and half free. It must be our firm resolve in establishing the FAO that no government and no country, nor any selfish group, shall stand in the way of the fullest utilization of the world's resources for the mutual benefit of all."

From Asia came the voice of Sir Girja Shankar Bajpai of India: "Today the Food and Agriculture Organization attracts the interest and the hopes of civilized mankind. It can justify those hopes and fulfill its own noble purpose if it acts with imagination and brings to its task a breadth and sympathy of understanding and boldness of decision."

The leader of the United Kingdom delegation, Mr. Philip Noel Baker, was no less forthright. He stated the view of his Government in the following terms: "We believe in FAO. We are determined that now and hereafter it shall succeed. We are confident that its success will mean much to our generation and to all the succeeding generations."

Mr. Stefan Krolikowski of Poland, coming from a country which had borne some of the fiercest ravages of war, was nevertheless also able to take a world view. He said: "I pray that FAO . . . should expand its scope and work, so that in the future it may become the one organization to which the nations of the world will bring their symbolic ears of corn, asking for a just and equitable distribution of the daily bread to let humanity prosper and an organized peace endure."

Mr. Soren Sorenson of Denmark laid the future of FAO squarely on the shoulders of its Member countries when he said: "I have no fears that the Organization will let us down. It is for the world, it is for the rest of us, to see to it that we don't let down FAO."

From Latin America, there was Mr. Lourival Fontes of Brazil, speaking in French: "Nous nous trouvons ici, dans la vieille ville de Québec, grâce à une heureuse inspiration des organisateurs de cette conférence, pour créer un monde plein de bien-être, de prosperité, de bonheur, d'aide mutuelle, de fraternité humaine et de paix sociale."

And, finally, from the very fine closing address of the Chairman, Mr. Pearson, I should just like to choose these few words: "But FAO is, in the last resort, people and governments. So it remains for us, the people, to make this Organization a success."

I have taken the time to read these various excerpts to you because nothing else, I believe, conveys so well the atmosphere of hope, aspiration and determination in which FAO was founded. I know that this was all 25 years ago, when idealism flourished in the early morning of peace and before we became hardened—as I am afraid, to some extent, we have—to the repetition of fine words at an endless succession of international conferences. I know, too, that FAO at the time had only 42 Member countries—just a little over a third of our present membership—and that these founding fathers had not yet had to face up to the arduous and sometimes bitter trials of hard experience which we have had to live through since. But, notwithstanding all this, I still believe I have the right to ask—has FAO's performance over the years measured up to the high hopes its founders invested in it, and—the real heart of the question, if you remember Mr. Pearson's words, among others—have governments and people *enabled* it to measure up to those hopes?

The answer to both my questions is, without hesitation—no. FAO has not measured up to the high hopes of 1945 and it has not been enabled to do so. But I must at once add two things.

Firstly, considering all the difficulties it has had to contend with, I would claim that, on the whole, the Organization's performance has been extremely constructive and positive. If you look back over the 25 years, you will see that a vast amount of useful work has been done and that, despite everything, much of lasting value has been achieved. To the extent that the world is a better place to live in today than it was in 1945, FAO can certainly claim to have made a significant contribution. And it is a contribution, I think, that only FAO could have made.

Secondly, the reasons why it has not been enabled to live up to the high hopes of 1945 are extremely complex—as complex as the world in which we live. Indeed, they are a *reflection* of the world in which we live. I will go into this important and interesting problem in the latter part of my speech. But, firstly, I should like to justify my claim as to the value of the Organization's performance so far.

Let me begin with what at first sight looks like a story of failure. In 1946, FAO strenuously advanced a proposal to set up a World Food Board to stabilize prices, establish a world food reserve against famines and finance the disposal of surpluses to countries which most needed them. This was a highly-motivated idea, but in practice it turned out that the leading countries concerned found that they could not go along with it. A few years later, there was another proposal—this time to set up an International Commodity Clearing House which, among other things, was to buy up surplus commodities and organize their sale at special prices to countries in need of them for particular purposes, including development projects. This proposal also failed. And consequently one might be tempted to say: so far, so bad.

But this would be too hasty a judgement. For these two ideas, unacceptable as they may have proved to some Member governments at the time, have led to other developments which, if seemingly less glamourous and globally momentous, have proved to be of great solid practical worth to the international community.

In the first place, they helped to pave the way—along with other happenings of

Canada provides food to many relief organizations.

PRODUCT OF CANADA
Rocky Point Brand
Rocky Point Brand
MACKEREL
MACKEREL
PRODUCT OF CANADA
48/1 LB.
EVAPORATED MILK
VELVETIZED/ PERFECT FOR COOKING
Carnation
48/1 LB.

the late 1950's—for the establishment of the United Nations/FAO World Food Program. Although it is now nearly three years since I relinquished the office of Executive Director of WFP, it might be thought a little immodest of me if I were to sing its praises too highly. There is nevertheless no doubt that this multilateral food aid Program which has, in the course of eight years, attracted some $770 million worth of resources in commodities, cash and services, which has already contributed to nearly 400 development projects in more than 70 countries and which has brought emergency relief to the victims of disasters in over 50, must be accounted a dynamic success. The bags of wheat, cartons of milk powder and other commodities shipped to distant ports have changed countless human lives for the better, whether it has been a matter of providing them with work, resettling them on more productive land, or giving children both sturdier bodies and the chance of an education. I should like, on this occasion here in North America, to place on public record our gratitude to the United States and Canada which, between them, supply well over half the Program's resources.

But the World Food Program was not the only positive thing to emerge from the early set-backs I mentioned a few minutes ago. It was out of the unsuccessful proposal for an International Commodity Clearing House that came the establishment of our Committee on Commodity Problems—the CCP. This, as many of you will know, has done a great deal—through patient, painstaking and largely unpublicized work—to help to bring some order into international commodity policy, which would otherwise be in a far greater state of turmoil. The set of principles which it drew up to prevent surplus disposal programs from interfering with normal patterns of production and international trade was accepted by the majority of FAO's Member governments—and this, incidentally, demonstrated a useful new technique for securing international agreement to a code of behaviour, much less cumbersome than procedures involving formal ratification by governments. The CCP has set up arrangements for international consultations on surplus disposal programs and also a network of intergovernmental commodity study groups dealing with individual commodities. While these groups originally confined their activities mainly to study and analysis, they are increasingly turning towards action —exploring possible solutions to commodity trade problems, devising plans for the stabilization of markets, promoting trade—particularly for products facing competition from synthetics, fostering regional trade arrangements and so forth. In the case of some commodities—such as jute, hard fibres and tea—we are actually operating informal international commodity arrangements. All this quiet but effectively practical work may seem very tame and slow-moving when compared with the vision of 1945. And, to the extent that it grew out of self-interested concern about surpluses, it may be said to have been inspired by fear rather than humanitarian motives. On the other hand, it is solid evidence of the value of the services that FAO can render and of the fact that such services can be built up despite inhibitions of the international common will. Do not think that I do not regret the fading of some of the vision of 1945, that I do not regret the fact that the international common will has not been stronger. I very *much* regret these things. But, for the moment, I am concerned with practical achievement. Whatever wistful glances I may be inclined to cast over my shoulder as to what might have been, it is necessary that I should first concentrate on what FAO has successfully managed to do.

In addition to what I have already mentioned, I should perhaps next refer to Article I of our Constitution which states, as the first of FAO's functions, that "The Organization shall collect, analyze, interpret and disseminate information . . ." This task—primarily one of fact-gathering but inevitably and increasingly concerned with

advising governments as to the policy implications of the information provided—is one which I believe the Organization has carried out with great thoroughness. In the course of 25 years, FAO has become an international centre of information on every aspect of agriculture, fisheries, forestry and nutrition. Statistics on production, trade and consumption of hundreds of commodities are gathered from all over the world and published in statistical reviews and yearbooks. Food balance sheets show the supplies of food available to people in many countries. The coverage and the quality of the data collected have grown considerably over the years, not merely because of the larger number of countries involved, but also to a significant extent because of our efforts to introduce modern statistical methods and standards. In addition to statistical data, we publish a lot of material on the practical aspects of specialized subjects of our work such as animals, plants, fisheries and forestry.

Now, as I said a moment ago, the collection, analysis and publication of information has led us more and more into the domain of policy formulation. This can be seen from the issues of our annual review, the *State of Food and Agriculture*. It is not enough merely to describe the present situation. The trends revealed by the facts have impelled us to try and assess future developments and, in consequence, to suggest policy measures and programs to deal with them. This progressive involvement in policy issues culminated in the *Indicative World Plan for Agricultural Development*, the idea for which originated at the First World Food Congress in Washington in 1963.

This plan is something entirely new of its kind. Running to some 750 pages, it sets out to provide a world-wide framework for international agricultural planning in the years ahead. Specifically, it attempts to analyse the main issues that will be facing world agriculture in the 1970's and early 1980's and to suggest the most effective ways in which they can be met, either by national or international action. The last Session of the FAO Conference, to which it was presented last November, generally endorsed it. Even those who did not agree with the Plan's proposals regarding their own countries were chiefly at pains to see how this immense pioneering venture could be improved. The Conference unanimously recommended that I should evolve the Plan into a perspective World Study of Agricultural Development and requested me, among other things, to bring the base-line period for calculations more up-to-date, to broaden the geographical coverage to take in the whole world—including the high-income countries—and to incorporate certain social objectives into the formulation of agricultural policies. The IWP and the new work called for by the Conference represent FAO's major contribution to the Second Development Decade—indeed, I might say, a major contribution from any source—and, as such, will be adapted to the time-span and general goals of the Decade itself.

Our activities in fact-gathering and assistance in policy formulation are of course only one side of the picture of what FAO does. There is also the whole range of its work in the developing countries.

So wide is this range that I am compelled, for reasons of time, to summarize it chiefly in the rather bleak terms of programs and figures. There is first the work that we carry out with funds from the United Nations Development Program—funds which, as you know, are pledged voluntarily by the Member states of the United Nations. This work consists, firstly, of technical assistance activities which go back to the start of the U.N. Expanded Program of Technical Assistance in 1950 and, secondly, pre-investment studies which began under the Special Fund nearly a decade later. So far as technical assistance is concerned, we have over the years provided a total of some 13,000 experts to assignments in over 100 countries.

Canadian specialist on FAO project, L. Bezeaud, instructing students in Kenya's range management training centre. The new type axe injects a herbicide as it cuts for brush clearing.

In pre-investment work, we have undertaken over 450 projects in 95 countries. The total budgetary cost of these two kinds of activities under the UNDP—into which, as you know, EPTA and the Special Fund have now been merged—has been something of the order of $600 million, more than two-thirds of this having gone on pre-investment studies. The UNDP—and its two independent predecessors—have provided the overwhelming part of the cost of some 500 training-centre courses that we have operated and the close to 8,000 fellowships that we have awarded and supervised. In addition, there have been about 430 projects under the Freedom From Hunger Campaign and other trust funds—some of which are provided bilaterally by governments—at a cost of nearly $37 million.

The bulk of our extra-budgetary resources for field work which I have mentioned above has gone into pre-investment activities. It is only logical that we should have sought to follow this up by making efforts to attract outside finance for investment itself.

These efforts have grown rapidly since the establishment of our Cooperative Program with the World Bank in 1964, and now includes cooperative programs with various Regional Banks and also working agreements with some private banks. So far as the FAO/IBRD Cooperative Program is concerned, IBRD loans and IDA credits for projects in which the Program has been involved have totalled over $750 million. The total costs of these projects are, however, much higher since World Bank financing covers only part. It is estimated that these projects have involved total investments of the order of $1,650 million in 37 countries.

While speaking of the World Bank, I should like to say, generally speaking, that we are extremely encouraged by the far greater emphasis which Mr. McNamara has been placing on agriculture. So far as the Regional Banks are concerned, FAO's co-operative activities, which have been going for a shorter period, have involved it in a much smaller number of operations which have so far led to loans of the order of $130 million. These activities are, however, expanding fast.

Another of our forces working for investment which has grown very rapidly in the last few years is our Industry Co-operative Program. This Program, which aims to attract greater private investment in the developing world—and which is the focal point in the United Nations system for this kind of cooperation, has expanded from its beginnings in 1966 to include close to 90 multinational companies as members at the present time.

If I might turn briefly from the world of governments and high finance, I think I should round out my description of FAO over the last 25 years by referring to a rather different—and very special—chapter in our story: The Freedom From Hunger Campaign. I have already briefly mentioned it when speaking of our field projects. But it amounts to much more than these. Launched by my predecessor, Dr. Sen, in 1960, it set out to arouse public opinion to the tragedy and threat of the world food problem. And in this—through its National Committees and in various other ways—it has been successful in many respects. It was also within the framework of the Campaign that the First World Food Congress was held in Washington in 1963. And mention of this naturally leads me on to the Second World Food Congress held at The Hague a few months ago.

The Second World Food Congress is indeed an appropriate point at which to conclude my review of FAO's 25 years of history. It was a remarkable occasion, providing a new and extremely stimulating form of dialogue for an organization within the United Nations system. Everybody was there in his or her personal capacity and not as a representative of any government or organization. The only limits on freedom of speech were those imposed by the sheer number of participants—over 1,800—and by time.

I should like to state frankly that I found the Congress a revitalizing experience. I was greatly impressed by its constant insistence on what I think was its central theme—that development is a process that must always be thought of in terms of the needs and feelings of the individual human beings for whom it is designed, and that this is something often lost sight of, buried beneath the mounds of elaborate plans and reports that pile up on the desks of officialdom. A lot has been made of the radically extreme positions that were taken, particularly by some of the young people who were present. Too much, I think. Certainly, there was some wild talk, some demagogic tub-thumping—though not all of this, I might say, came from the young. But I am convinced that on the whole the contribution of youth, motivated primarily by a genuine and generous concern for the misery of the poor and underprivileged all over the world, was a constructive one.

I am even prepared to say that it was perhaps this positive contribution of youth and the motives underlying it that impressed me most of all. For, although some of it may have been expressed aggressively and unrealistically, I caught echoes of that spirit of enthusiasm and idealism that was heard here in Quebec 25 years ago.

Allow me to dwell for a moment on this thought. I have now briefly outlined the achievements of FAO in its lifetime. To this I might add, by way of postscript, that, since taking office myself, I have instituted some new measures to sharpen our effectiveness. There is our new strategy designed to focus our activities on five

essential Areas of Concentration—the high-yielding varieties, the protein gap, the problem of waste, the mobilization of human resources for rural development, and the need for the developing countries to earn and save more foreign exchange. We have carried through a re-organization to streamline FAO and increase its thrust. We have introduced modern management systems. And yet, with all this—with all that we have done and are now doing—we are still, as I have said, far from the spirit and intentions of 1945. We have failed to get through sufficiently to the governments and people of whom Mr. Pearson spoke, to get them to realize the urgency of doing more.

Why is there, as it were, this communications gap—between original intent and subsequent achievement between organizations such as FAO and those whose aspirations they are supposed to represent? It is to this essential problem—which affects, I may say, most of the United Nations system—that I should finally like to turn.

The mysterious aspect of this communications gap is that the world is increasingly full of resounding phrases about impending disaster, about the population explosion, the pollution of the environment and so forth. It becomes more and more difficult for people like myself to find phrases, words or striking metaphors that have not already been used over and over again. And, even if we do, they seem to have no impact. Some more exotic and extreme statements sometimes find a place in press reports, but even these seem to evoke little or no response from the readers.

Now, it is a fallacy to assume that people are unwilling to look beyond their own material interests. A sudden famine or an earthquake, although nothing new in the history of the world, receives much publicity and can evoke a generous response from governments and individuals. The grosser manifestation of pollution can excite concern and interest. Yet, it is these isolated and cataclysmic phenomena which receive attention, not the long-term insidious effects of the population explosion, the problems of increasing urbanisation, and the political and social dangers of growing unemployment in the developing world.

The policies, the activities and the achievements of the United Nations system receive even less public attention. The fact that the United Nations has a program for economic and social development is scarcely known. The technical work of the specialized agencies is known only to specialized groups, and, even among these, the knowledge is often scanty or scrappy. This would not matter in itself were it not for the fact that we have reached a point at which there is considerable questioning about the role of international effort to conquer starvation, malnutrition and other manifestations of world-wide poverty.

The problem does not lie with governments alone. Most governments subscribe to the ideals and objectives of international cooperation, but find it increasingly hard to command support for the allocation of national resources for this purpose. Naturally, when public opinion is silent, disinterested or hostile, they are reluctant to make the sacrifices which are undoubtedly involved in allocating resources for multilaterial cooperation.

Why is this so? Some of the reasons are not hard to find. Good news is not news. Good works are less interesting than sin. Sudden violence and disaster in one country make better copy than patient effort and toil over a period of years in large numbers of countries. A moon landing is a dramatic success. Development, even in such a fundamental and predominant human activity as agriculture, does not lend itself to the concentrated attention of the mass media.

Canadian soil scientist, G. Millette, FAO Project Manager, taking a soil sample, assisted by a soil survey team in Togo, Africa.

We must not blame the mass media, since they undoubtedly reflect the preferences of their public. The trouble lies deeper than this. Increasing affluence seems to carry with it the risk of lack of concern with—even contempt for—those who have not succeeded in bettering their lot. Also the security of an ordered economic and social system provokes an appetite for sensation, which in turn produces insensitivity to the consequences of economic and social insecurity and disorder, provided that this does not constitute an immediate threat. But even the kinds and sources of indifference I have just described do not explain the mood of disillusion with international efforts to solve the world's problems.

In part, it is a kind of a vicious circle: multilateral development has produced some worthwhile results, but not on a sufficiently dramatic scale to capture popular imagination; it therefore lacks attention and support; because of lack of adequate support, it cannot obtain dramatic successes. Think how much it might have achieved had it been given the resources and the freedom to use them objectively that have been given to other things.

I believe, however, that the origins of disillusion about the effectiveness of international action go even deeper, back to the beginnings in 1945. At that time, the hopes invested in the United Nations system were excessively high. In many people's minds, it was surrounded by a kind of aura of omniscience and omnipotence. Experience has shown all too clearly that these heights were unattainable. And, indeed, this was inevitable, given the nature of the institutions created and the fallibilities of men, whether they be national politicians or international officials. Moreover, there is no doubt that many mistakes were made and a great deal of effort was wasted.

We have, however, learnt from those mistakes, and I believe that they have to a large extent been corrected. I also believe that there is now a much clearer understanding than ever before of what the real problems are, particularly with respect to food and agriculture, and a much more concerted effort to tackle them. What we now need, if we are really to solve them, is to recover the faith that inspired the men of 1945.

But how is this faith to be recovered or engendered? I do not think that there is any single answer, and I am also doubtful whether anyone knows the right blend of all the different actions which are needed to achieve the results we are seeking. But some things are obviously necessary.

In the first place, the organizations of the United Nations system must take a fresh look at their own objectives, their role and their efficiency. We have been trying to do this in FAO, as is shown in our constructive and forthcoming response to the Jackson Report. Perhaps the most important thing to emerge from that Report is the conclusion that the United Nations system must in future operate much more as a co-ordinated partnership in attacking poverty in all its aspects, instead of each organization concentrating its efforts on its own sphere of interest.

It is also necessary that the debate on the fundamental issues of aid and trade, which were so clearly set forth in Mr. Pearson's report, should be continued. Governments and people must be confronted with these issues and repeatedly urged to regard the alternatives facing them, not just in terms of national policies, and interests, but primarily in the context of the wider long-term dangers threatening mankind. Only when the relationship between these issues and these dangers is clearly understood will there be renewed recognition of the necessity to make fuller use of multilateral organizations so as to reduce tensions and increase international co-operation.

All this of course involves a willingness by both governments and such sectors of the public as are conscious of this relationship to take all possible action to make the facts known. The world's leaders are, I know, aware in their hearts of the increasing interdependence of all nations and of the problems that they face. They must make their voices loudly heard. They must be fully supported by their own enlightened citizens. People everywhere must be brought to see that political and social unrest in a small country far away can no longer be disregarded, since it may be the spark for a much wider conflagration. They must be made to realize that, just as the outbreak of cholera or influenza in a distant part of the world may constitute a threat to them, a similar threat may arise as the result of an outbreak of plant or animal disease, of famine or of riots on the land. I am aware that this is an appeal to self-interest, but perhaps self-interest is a more solid base for building up sustained public support for international efforts than the more transient motives inspired by historical links, political alliances or even altruistic compassion. Indeed, as Mr. Pearson's Report states, enlightened and constructive self-interest is a respectable and valid basis for international action and policy. If it is joined to the stirrings of moral justice that are latent within the great majority of human beings, we may discover that this is the most effective means of reviving the enthusiasm and ideals which led, among other things, to the founding of the Food and Agriculture Organization in 1945.

COMMENTS ON FAO IN A CHANGING WORLD

V. IGNATIEFF, Formerly Deputy Director, Land and Water Development Division of FAO.

I have read with great interest Mr. Boerma's statement and I cannot but support the ideas that he has expressed. I can vouch for the correct appreciation of the spirit of the first Session of the FAO Conference when he speaks of "the atmosphere of hope, aspiration and determination in which FAO was founded". I believe he is also right that this atmosphere prevailed because "idealism flourished in the early morning of peace", but to some extent it was also due to the fact that we delegates and secretariat lived and worked together under one roof of the gracious Chateau Frontenac. Never again would this spirit be recaptured at future sessions.

Having now retired after 24 years from FAO's service I can speak more bluntly than would be appropriate to an international civil servant. Mr. Pearson's remark as Chairman of the first session correctly interpreted the FAO Constitution when he said: "The Food and Agriculture Organization is, in the last analysis, people and governments. So it remains for us, the people, to make this Organization a success." I am particularly conscious of this, because of the years spent in the Secretariat helping to work out proposals for the FAO Conference and member governments many of which were rejected or implemented much later and in greatly modified form as described by Mr. Boerma. That the FAO Secretariat was not expected on its own to undertake anything very startling or sweeping is exemplified by the level of FAO's budget voted by the first session of the FAO Conference and maintained at that level for over ten years. The amount voted was $5 million per annum, a mere fraction of the amounts spent annually by the wealthier countries on their national programmes in agriculture, forestry or fisheries.

I also share Mr. Boerma's concern over the communications gap, of which I have been conscious in Canada for the past 24 years. Through such national institutions

as the Canadian Hunger Foundation, the Canadian Council for International Cooperation and the Agricultural Institute of Canada, FAO activities are better known now to the general public than some years back, but on the whole a much greater effort is required both on the part of the public and of the information media to make Canadians knowledgeable of what is happening in the world around.

Now let me turn to the changing world. As I see it, the world is now divided into rich, communist and developing countries. It is also well to remember that 60 per cent of the developing countries were until ten or twenty years ago the colonial responsibility of one or another of the rich nations. If one includes Latin America amongst the former colonies, for that is what they were until some hundred years ago, then one can say that 90 per cent of the developing countries were once colonial possessions. Colonial administration in the developing countries lasted for some 100-200 years, and the colonial powers were unable during that time to uplift the bulk of humanity under their charge from the quagmires of poverty, ignorance and despair. How then can we expect the newly established governments to do so in a matter of two or three decades with some feeble assistance from the rich and communist nations?

According to FAO calculations, 70 per cent of the population of the developing countries is rural, amounting to 1200 millions. A great proportion of this rural population is living at subsistence or below subsistence level, and acts as a "deadweight" to any progress. What is more, the numbers within this deadweight are increasing alarmingly. Only if the masses of the rural areas can become animated by hope, trust and confidence will any progress be achieved.

In this connection I cannot but think of the FAO fertilizer program. Through this simple effort FAO has had the chance to work directly with the cultivators or peasants and has been able to observe at first hand how responsive they are to the possibility of improving their economic position by increasing crop yields through fertilizer use. The program also showed that the cultivators were amenable to cooperative action at least in such simple transactions as fertilizer purchase.

This is a success story, and the report *Partners in Development* of the commission chaired by the Rt. Hon. Lester B. Pearson characterizes it as a striking achievement. FAO obviously was not the only agency in this developmental work. Some of the industrial countries have assisted with fertilizer supplies, equipment, advice and funds, and the recipient countries have carried out most of the promotional work.

Because of the population explosion the problems of world development are growing yearly in their intensity. The next 25 years will prove crucial. Truly heroic efforts must be made by the developing countries, but they will need the cooperation of the rich nations which they have already requested to provide 1% of the GNP annually for this common cause. In this common effort the rich countries will need to think not only of funds, but of the provision of first-class manpower, which up to date has not received serious consideration.

During the next 25 years, either the world as a whole will have found the main solution to the basic problems of poverty, hunger and uncontrolled population growth with a consequent rise of hope and confidence resulting in the orderly progress called for in FAO's constitution, or the world will still be groping in the darkness of indecision, ignorance and distrust which can only lead to universal chaos.

The first Director-General of FAO, Lord Boyd Orr, ensured that the staff of FAO would be action oriented and not merely fact finding and contemplative. It is hoped that in years ahead the FAO staff will be intimately connected with world

development as goal setters, pathfinders and as synthesizers of knowledge and experience, the latter to a greater extent than has been done up to date. In its field programs FAO should concentrate on preinvestment surveys and on establishment or improvement of government services. These types of program are the most sensitive because they affect most directly recipient governments.

On the other hand, FAO should not undertake large developmental projects, because FAO's aim should be to serve as many countries as possible as a partner but not a subcontractor. Developmental projects, that is, actual developments which usually involve large financing and considerable manpower, are best handled through bilateral assistance or subcontracting. FAO, and I am still speaking of the Secretariat, will succeed in this changing world if it ensures that its staff is of the highest quality in integrity, courage and wisdom.

ERNEST MERCIER, Special Adviser on Agriculture for the Executive Council of the Quebec Government.

FAO, the eldest daughter of the United Nations, is to be credited with gigantic achievements during the last quarter of the century. As can be expected, it has been the subject of harsh criticism from its own member countries, Canada among others. It is not because the FAO members dislike the Food and Agriculture Organization that they are so exacting, but because they don't want it to get bogged down in red tape or bureaucratic routine. Criticism from someone dear to us is more effective because it affects us more deeply and forces us to improve our performance. There is widespread unanimity today that if FAO did not exist, it would have to be created.

Dr. Boerma, in his report, has stressed the achievements of FAO, which can be rightly called the world parliament of food and agriculture, or the renewable resources ministry of the United Nations. He underlined the good work done by this organization in its first twenty-five years in the field of the renewable resources inventory of our planet when he spoke about the Indicative World Plan for Agricultural Development. Personally, I believe that he is far too modest when he describes the activities of the IWP.

How can the United Nations Organization hope to maintain peace in the world if it doesn't succeed in appeasing the hunger of half the population of the globe? Can FAO realize its motto, *Fiat Panis* (Let there be bread) if it does not begin by making an inventory of the potential food resources in the world, and then go on to complete studies on commercial exchange possibilities in the fields of food and agriculture for the coming decades? At present, all the countries which are only slightly industrialized, known as the developing countries, are aiming at economic independence and self-sufficiency in foods. Temporarily, this attitude can be justified because its purpose is to alleviate more effectively the hunger of local populations, and to prevent the outflow of the foreign currency needed to buy food for their people and to maintain national stability. But that is not going far enough.

The United Nations and FAO advocate the production of sufficient food on a world-wide basis, and also maybe at the continental and regional levels, but they certainly cannot advocate complete self-sufficiency at the national level. Otherwise, the world will be unable ever to free itself from the anguish of hunger, because food production is presently and will long be dependent on local climatic conditions which science has not yet succeeded in controlling. As in the times of the Pharaohs, there will always be good and poor crop years. Every country will need not only to

store surplus foods, but also to trade them with other countries against farm produce that cannot be grown economically in their own countries, or trade them for other consumer goods. Hence, the better promotion of farm trade will be greatly needed, and each country will have to be encouraged to trade first with its friends.

The First World Food Congress was wise when it asked FAO to make an inventory of the world farm production potential, and to point up the problems involved in establishing a proper balance between food production and the increase of population during the next decades. There are many who believe that the countries could easily produce enough food to feed a world population of eight to ten billions. However, will it be possible to find enough space for their recreation, and the means to solve the pollution problems which will keep on worsening ?

It is urgent that FAO, in cooperation with the United Nations, complete as soon as possible, a sufficiently detailed inventory of present and possible farm developments in the world, and analyze the main problems which world agriculture will face from now till the end of the century. This work will enable us to make suggestions to the United Nations for the establishment of broader objectives, and for the preparation of an indicative world plan suitable for the international development of agriculture.

The survival of mankind is impossible without a rational use of the renewable resources of the biosphere. To use these resources rationally and to assure their conservation, we need a comprehensive plan for world agricultural development. But it is impossible to formulate it without a sufficiently complete inventory of the resources in arable soils and fresh water on earth.

If FAO did nothing more during the 1970 decade than complete this inventory of world agricultural potentialities, it would have accomplished a formidable task.

RALPH W. PHILLIPS, Director, International Organizations Staff, United States Department of Agriculture.

The Director-General has presented a comprehensive account of what FAO has achieved during its first quarter century, and of some of the problems FAO has faced and is facing. Even so, it is hardly possible to encompass all of FAO's achievements or the problems such an Organization must face in the confines of a single short manuscript. So I shall try to supplement the Director-General's thoughts by adding a few random thoughts of my own.

FAO As a Provider of International Forums

Perhaps the most important yet least understood and appreciated of FAO's contributions has been the international forums it has provided. We often hear the comment that FAO convenes too many meetings. Some that the Organization convenes are no doubt not really necessary. But as long as countries are talking to each other, exploring problems and possible solutions and exchanging information, there is some hope of achieving better understanding and of bringing about greater progress in agriculture, fisheries, nutrition, forestry, the development of human resources, and in other fields of FAO concern.

FAO As an International Source of Agricultural Information

Another area of FAO activity that is too little understood and appreciated is the purveying of information through publications. FAO is the major international publisher of agricultural information, and I use "agriculture" in the broad sense,

here as elsewhere in this paper, to include all of FAO's fields. Through its many technical and economic series, and individual publications, FAO provides a vast assemblage of information that is of great value to all FAO Member Countries, both developed and developing.

FAO As a Provider of Development Assistance

The Director-General gives a brief account of the amount of technical assistance FAO has rendered and is rendering to developing countries. This should be sufficient to dispel the myth—unfortunately too often repeated—that FAO is a top-heavy centralized organization with relatively little field activity. Also, his summary should be sufficient to suggest that FAO is now the major supplier of agricultural technical assistance, if one takes into due account the various aspects of such assistance, including the provision of: teams and single experts; training through training centers, fellowships and development of counterpart personnel; equipment and supplies; guidance in development planning; and assistance in the seeking of development funds.

One frequently hears well-justified praise for the work of private foundations, for example in the development of high-yielding varieties, but coupled with that praise the question, "Why doesn't FAO conduct its work in the same manner as foundations?" Those who raise this question, usually in tones adversely critical of FAO, fail to take account of the basic difference between a private body with private financing, which can work at its own pace, in its own field, and in its own way, compared with an intergovernmental body which works at the beck and call of 121 Member Countries and with multigovernmental financing. Neither do these critics take account of the fact that the two kinds of bodies are set up to do things which for the most part are quite different, and that much of what FAO is called upon to do begins at or beyond the point where private foundations must leave off.

This does not mean that FAO should have no role in the fostering of regional or international approaches to agricultural research. Such approaches, in fields where progress has been sufficient to indicate that important breakthroughs are possible in well-equipped and staffed institutions, can be highly productive. And FAO can be helpful, and should be, in identifying such fields for attack, and in organizing the attacks on key problems in cooperation with financing institutions. At the same time, it must be recognized that, once breakthroughs are achieved, national institutions are needed to conduct adaptive research, to deal with "second generation" problems, and to bring the results to farmers.

FAO's Unique Intergovernmental Role

Following on from the above point, it is perhaps desirable to discuss just a bit more what FAO is, is not, and should not try to be, and to add a word of friendly advice. Constitutionally, FAO is an intergovernmental organization. Since it is not a non-governmental organization it should not try to conduct itself like one. To put it another way, the world has had during these last twenty-five years—and for the first time in history—an organization competent to deal with and for its Member Governments on a broad range of agricultural problems. FAO's uniqueness and its strength lies in its intergovernmental status and support. It should cherish and preserve that uniqueness and that strength.

FAO's Role in Relation to Marine Fisheries

This is another unique international intergovernmental feature of FAO's work. Since most of the marine fishery resources move in international waters, it follows that if these resources are to be safeguarded and used efficiently, countries must co-operate in their conservation and in their harvesting. As the leading inter-

governmental organization in this field, FAO has an important role to play, one which relates to tasks that no other organization has the competence to tackle.

Working Relations Between FAO and the Scientific Community

Attention is currently being given in FAO to the bettering of working relations with the scientific community. It is certainly desirable that FAO should have the understanding and support of the scientific community, and that the findings and contributions of scientists should be available to FAO. How is this possible without violating my earlier admonition that FAO should safeguard its intergovernmental status?

Member Governments generally have used scientists in their delegations to FAO technical meetings, and as advisers in delegations to policy-level meetings. Provision has also been made for observer participation by international technical organizations, and on some occasions by national bodies (in agreement with Governments), in appropriate FAO meetings. Much use has been made by FAO of scientists from outside the Staff in panels and *ad hoc* working parties of experts, and scientific institutions frequently release staff members for short and medium-term assignments with FAO. Also, many scientific institutions have cooperated with their Governments in hosting FAO meetings.

FAO has also done much, through both its Regular and its Field Programs to assist governments in the developing and strengthening of scientific institutions and in the exchange of technical and scientific information among countries. The FAO Staff in turn benefits from these exchanges.

FAO's Concern with Human Resources

The Director-General has emphasized the importance FAO attaches to the development of human resources; that is, FAO's concern with the improvement of human resources takes many forms. I shall mention only two.

First, there is FAO's concern with the proper nutrition of the body. Let me mention one that is perhaps FAO's greatest single achievement in this field, namely, that of making governments generally more aware of the importance of taking nutritional problems into account when planning for agricultural development. Like some other of FAO's contributions, and particularly those relating to the improvement of human resources, this is difficult to document or measure. Neither does it mean that all governments are doing all they should in this regard; far from it, but a good start has been made.

Second, there is FAO's concern with training of the mind, improving skills of the hand, and creating a better quality of life generally. This concern too is many faceted. One aspect that is especially appealing, and upon which a start has only recently been made, is the betterment of family living. This relates to woman's role in rural life, to the education of the family in the best use of all its resources, and to the achievement of a reasonable balance between family size on the one hand, and resources, space and opportunity for a satisfactory life on the other. Since much of the population problem has its base in rural areas, and since much of the population increase must find its livelihood in those rural areas, family planning is a matter of great concern to FAO. Furthermore, it is a matter upon which the Organization can be of considerable assistance to its Member Countries in association with home economics and other activities. Some aspects of FAO's work on family living have, of course, been receiving attention from the beginning; it is the family planning aspect that is new.

A Changing FAO in a Changing World

As the world changes, so must the institutions that serve it. And FAO has changed

a great deal since it was established in October 1945. It will continue to change.

As change occurs, cognizance should be taken of the fact that FAO is two things, the Member Governments that constitute FAO, and the Staff in Rome and around the world. It is important, therefore, that as the Staff structure and functions change to meet changing circumstances and needs, Member Governments should also address themselves to the need for change in the nature and extent of their participation in FAO affairs. If Member Governments are to take a most effective hand in shaping the future course of FAO and in contributing substantively to the joint effort through FAO, and are to reap the greatest benefits for their countries from their participation and financial expenditures, then they too must adapt to changing circumstances, and get themselves "tooled up" to participate more effectively and constructively in FAO affairs.

FRANK SHEFRIN, Director, International Liaison Service, Canada Department of Agriculture, and Chairman, Interdepartmental FAO Committee.

I have been associated with FAO over the past 25 years. While there is a justifiable feeling of accomplishment, there is also a sense of frustration because more progress has not been made in that time. The general feeling in the early years was that all that was necessary were some experts, some capital, and a few institutional changes. Experience has shown that this was an oversimplified approach. We are today faced with the complex problem of the failure by developing countries to match their economic growth and food production with the rapid increase in their population. This has not been due to a lack of effort. New schemes, new proposals have been put forth. Like the Director-General, I have found the ability of the Organization to salvage ideas and convert them into action programs very exciting. It is true that in most instances the action program has fallen short of the high objective. However, at the same time some gains have been made.

The story of FAO is a story of search for a solution to the world food problem, a search by a unique organization. FAO covers three primary industries, those with renewable resources. It concerns itself with the nutrition of people, with rural social institutions, and with commodity policies both domestic and international. It is not easy to maintain a balance in the program of work between all those problem areas. Nor is it easy to maintain a satisfactory balance in the staff allocation between headquarters and the field.

The problem of liaison between field and headquarters, and between different FAO programs becomes more complicated as the Organization grows in size, assumes increased responsibility and faces greater challenges. As a result, FAO finds itself continuously reviewing its program of work and changing its priorities. Often there are time lags in these shifts. By the time a new program gets well under way, the need has arisen to shift to another activity.

This is well illustrated in the case of commodity problems. For example, at the FAO Conference in November, 1969 it was difficult at times to tell from the discussions whether the major concern was food shortages or food surpluses. Another example relates to the high yielding wheat varieties. These varieties met one problem—that of increasing production, but hardly had these varieties been introduced when we ran into what is referred to as "second generation" problems e.g., the need for increased production inputs, marketing facilities, the number of farmers benefitting from these new varieties, and so forth.

Another challenge for the FAO is how to deal with problems unique to a region,

and unique to countries within a region. Another challenge is how to integrate the efforts of FAO with those of developing countries; how to instigate action without interfering. These are not easy. It will require increased study; it requires the development of new concepts and the fashioning of new policy tools.

At times it would appear that both the member Governments and the FAO Secretariat try to meet problems by producing reports. Every time there is a crisis, another Committee is set up, another report is prepared and then there is another round of debates. This procedure, of course, is not unique to FAO. Unique or not, this circle has to be broken.

Can FAO point to accomplishments? I would say yes. They include such activities as the Plant Protection Convention, the Locust Campaign, the specially designed fishing vessels, the Principles of Surplus Disposal, the Commodity Study Groups and the World Food Program. On the other hand, the challenges have not declined; they have changed or new challenges have arisen.

In this search for solutions it seems to me that member governments must be ready to designate qualified personnel as delegates to work closely with the Director-General and his Secretariat. Inertia, which is not a monopoly of any one group, be they delegates or secretariat, must be prevented. Over the past 25 years there has been a high degree of adaptability by FAO to changing conditions, but it has not been adequate. This is not the fault of the Organization. It is a case of events moving very quickly. It is apparent that governments of both developed and developing countries, as well as many UN specialized agencies, including the Food and Agriculture Organization, must be prepared to act even more quickly than in the past in facing up to the issues of the day—less lecturing and philosophizing and more action programs that are immediately activated.

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the role of fao during the next twenty-five years

The Honorable CLIFFORD M. HARDIN, Secretary, United States Department of Agriculture.

It is a pleasure to contribute to this marking of the 25th anniversary of the founding of the Food and Agriculture Organization of the United Nations.

The United States has been a leading supporter of FAO. It entered into FAO's work in a spirit of high hope and true concern over the plight of untold millions who were entrapped by hunger and despair. The people and the Government of the United States indicated their willingness to assume their appropriate share of the task that lay ahead.

During the past 25 years, support provided by American taxpayers has been greater than that of any other country, currently accounting for approximately one-third of FAO's regular budget. The United States has also made a major contribution to the planning and evaluation of FAO's programs in agriculture, fisheries and forestry.

Additionally, the United States has supported organizational changes which were necessary for FAO to respond to new and increasing needs of its member countries. Recent restructuring to give greater impetus to fishery and forestry developments is an example.

The past quarter-century has been an era of change; and today, as we look to the future, the factor of change must still be our first concern.

Indeed, the essential question confronting us may well be whether the activities of FAO and its member countries will consist, primarily, of reacting to uncontrolled

change, or whether we can make greater progress in dominating the process of change, molding it to fit desired goals.

The challenge is to find the resources and the management skills which are needed to shape changing circumstances. We hope sincerely that FAO will prove itself equal to this challenge.

FAO's objectives are directed toward increasing global standards of nutrition, improving the efficiency of agricultural production and distribution, bettering the conditions of rural populations, and contributing to an expanding world economy. All of these are worthy and desirable objectives.

The Organization's mechanisms for stimulating international cooperation and for delivering technical assistance to developing countries give it a substantially wider geographic scope than any single country could attain by acting alone. The Organization also is in a position to draw upon the financial and technical resources

FAO experts using modern logging equipment.

of many countries. In future years, this authority and privilege should be exercised more freely.

These considerations suggest, accordingly, that the Organization be regarded as a major instrument for United States agricultural cooperation and development on the broad international front. While the United States no doubt will wish to continue its signficant bilateral activities, President Nixon, although not referring specifically to FAO, has proposed that the United States channel an increasing share of its development assistance through multilateral institutions as rapidly as possible.

There are certain guiding principles which may be expected to be taken into account with respect to America's future role in FAO programs.

First, the United States will seek to plan its participation in a manner which will avoid confrontations of a political nature between developed and developing countries—situations that could negate FAO's positive efforts.

Second, emphasis should be placed on constructive, action-oriented approaches to program development and implementation. We must find ways to shorten the lengthy deliberative processes in international organizations. The world situation cries for tangible results in the least possible time.

Third, Washington will scrutinize FAO's expenditures and budget more closely. It is imperative that we obtain the greatest value possible for each Government dollar spent. The same is true for FAO outlays.

We also feel that the Legislative body of the United States, as well as the Executive Branch, will be insisting that agricultural leaders in my country share a role in the policy-making area of FAO consistent with the investment being made in the Organization.

Our interest includes constructive approaches to problems of trade.

Developing countries must be allowed to participate more effectively in world trade. The optimum approach would be, of course, to emphasize commodities that are indigenous, that do not duplicate those produced in the more economically advanced countries, and that are most efficiently produced within the developing countries' boundaries. A good example is tropical hardwoods—products of South America, Africa and Asia, for which strong demands can be foreseen in developed economies.

It is equally necessary to assure reasonable, adequate access on the part of developed nations to world markets. Among many developing countries, such devices as exorbitant tariffs and extreme quantitative import restrictions make a sham of reciprocity. The precepts of sound trade policy originally enunciated by the General Agreement on Tariffs and Trade are "more honored in the breach than the observance" in a number of instances.

Nor are these issues confined to the developing countries. An example of the type of problem that needs to be dealt with more forthrightly than in the past arises from agricultural policies of the European Community.

There is growing restiveness over unsound trade policies that many countries are pursuing—not only artificial restraints over imports, but preferential trade arrangements and heavy subsidies of export operations. In their zeal to earn foreign exchange, many developing countries have been encouraged to push commodities into developed countries. This practice often creates domestic problems in the more developed nations which are under great pressures to raise farm income.

It was with complete dedication to the principle of reciprocity that the United States joined the work of GATT, FAO, and the UN Conference on Trade and Development. In that spirit the United States has adhered faithfully to the most-favored-nation policy. Today, however, signs of disillusionment are evident, as can be seen in the debate over new U.S. trade legislation.

True reciprocity obviously must involve a genuine give and take. Many Americans seem to feel that the mechanisms of trade have been manipulated in a manner to compel the United States to do much more giving than taking. They insist that GATT reassert its integrity and maintain the rules of trading that it created.

They regard this question as crucial to the eventual construction of a worldwide base of agricultural sufficiency and patterns of wholesome economic development and population growth in every country.

Collectively, we have in hand, or in sight, the technological capacity to feed the world's population of 2000 A.D. better than people have ever been fed. But the technology must be applied in the right places—and that means an effort of unprecedented magnitude by all nations, developed and developing.

It means a willingness to open up, rather than block, the avenues of commerce.

It means a commitment from the developed countries to make the technology available, without strings which impose changes in eating habits or social customs or political systems.

It also means a commitment—and a heavy one—from the developing countries to make the adjustments required for the acceptance and use of modern technology, food science, and resource development innovations. In some countries, entirely new institutional structures will be required before agricultural and economic development can proceed.

Wonder-crop varieties will produce no wonders without proper fertilization, water, tillage, and vigilant protection from pests and diseases. Food that cannot be distributed for lack of facilities and purchasing power will fill no stomachs beyond the farm.

Nor can lasting progress be made without correcting the imbalances between rural regions and metropolitan areas, and without establishing firm measures to protect, conserve and develop natural environmental resources.

During this decade of the 1970s, the United States intends to evolve and implement a policy of creative national growth aimed at reversing the rural-to-urban migration which has proliferated a host of social, economic and environmental difficulties. The policy, given top priority by President Nixon, envisions a redistribution of population—new growth centers in the Nation's heartland—the creation of new economic, cultural and recreational opportunities for millions of people.

Many member countries in this Organization are at a stage of development today through which the advanced countries have already passed. They have the opportunity, as they gain greater economic capability, to make plans and decisions now that will help them avoid the distorted growth patterns which the United States and other advanced nations have undergone. Modern technologies, 20th Century modes of transportation and communication, and interchanges of innovative ideas can help them along paths of stable, wholesome growth.

FAO as an agent of change thus has the opportunity to influence rural programs of bright promise for the future in all lands. The human travail and environmental deterioration that are the products of too long an era of unbalanced growth warn

that time itself can be a critical factor. No developing country, and no developed country, can afford to delay the work of creating a better total environment.

In 1909, an American who pioneered in establishing one of the first great consortiums of nations—the International Institute of Agriculture—voiced concern that too much time was being given to discussions and studies. "While you are studying," said David Lubin, "the governments will get tired of paying, and the Institute will die of inanition."

His words were heeded, which is one reason FAO exists today. Yet his admonition still sounds a challenge—not, let me make clear, with respect to the Secretariat that serves the member governments of this Organization; rather, let it be considered as a message to those member governments themselves.

May this anniversary be an occasion of rededication by all to move forward with renewed determination and vigor.

FAO specialist in La Pacanda, Mexico, demonstrates inoculation technique to a poultry farmer.

the next twenty-five years

The Honorable H. A. OLSON, Minister, Canada Department of Agriculture.

I am pleased to be able to participate in the commemoration of FAO's 25th Anniversary, and to share this important event with the FAO "pioneers", the FAO "hunger fighters", and the FAO "supporters". I speak as one of these as well as a citizen of Canada and as a citizen of the World. I speak as one who accepts responsibility for my fellow man, regardless of whether he is my next door neighbor or my neighbor 10,000 miles away. I speak as a politician, because I believe that the politician has a responsibility for creating the right institutions necessary to attain a better and more equitable world, a world in which freedom from want and fear will be an accomplished fact.

When I began to prepare my comments, I looked at the FAO reports giving the statistics of successes and near failures. My first reaction was similar to that of the man who said "By the time I get to where it's at, it's always where it was". On balance, I am impressed with the progress that has been made in spite of the difficulties that could not have been visualized by the founders of the FAO. In 1945 there were 2.3 billion people on this earth and today there are 3.6 billion. Politically, half a dozen countries made all the major world decisions in 1945. Today, more than 130 nations are operating as sovereign nations. The great majority are economically underdeveloped. They are becoming more and more impatient with their slow progress towards higher standards of living.

In 1945, there were no space ships. Man's walking on the moon was still a wild dream. The "green revolution" was not even thought of. Pollution was not a dirty word. However, the word *famine* struck fear in the hearts of many. Today we are on the verge of a major agricultural production breakthrough in the developing countries; we are beginning to be concerned over the social impact of the "green revolution". In 1945, the FAO was the first of the new UN specialized agencies.

Today we have many. The concept of bilateral and multilateral aid for economic development was, as we understand it today, unknown 25 years ago. I could recite statistics and give many examples of the progress made, by all countries, in farming, fishing and forestry, and the contribution FAO made. However, Dr. Boerma has given us an excellent outline of FAO's role in a changing world. My purpose is to take a look at the next 25 years—what needs to be done? What can FAO's contribution be?

What makes FAO so important? The simple fact that nearly 70 percent of the people in the developing countries depend upon agriculture—that is, farming, fishing and forestry—for their livelihood. Too many of these people are still living under substandard conditions.

Let me say at the outset that I consider FAO as *us*. FAO is only as strong, only as active, and only as motivated as the member governments will let it be. When I talk about FAO I talk about *us*. The FAO secretariat is the instrument we have created in our struggle to attain *freedom from want*. The member countries must make sure that this instrument can do the job both efficiently and effectively.

During the FAO's first 25 years, the agricultural problems facing developed countries changed from problems of shortages which followed World War II to problems of surpluses. As a result the policies needed to meet these problems have changed from emphasis on technical considerations to concentration on *adjustment* programs. If the potential outlined by the Indicative World Plan for increased production in developing countries is realized, it is probable that in the next 25 years their problems will slowly undergo the same changes that have occurred recently in developed countries. As a result, FAO's role in the future will be as much concerned with economic and social adjustment in the structure of agriculture as with the technology of increasing agricultural output.

If we were asked now instead of 25 years ago to establish FAO, what would it be like? Technically, we would be starting well ahead of anything that existed in 1945. What with the "green revolution", the highly sophisticated modern equipment, the tremendous knowledge in the field of biochemistry, genetics, etc., we should be in a position to make rapid progress.

Today, there are many UN specialized agencies, and therefore there is more scope for specialization by the agencies. I am of the opinion that FAO should be more selective in its activities. It should concentrate on the problems that have the highest priorities in the light of current developments and future requirements. These requirements are to a large degree highlighted in the international strategy for the second United Nations Development Decade, and the FAO Indicative World Plan which has been referred to on several occasions and does not require further comment on my part.

What does the strategy for the Second Decade of Development propose in the field of agriculture? It sets as a general target an average annual rate of growth of at least six percent in the gross national product of the developing countries during the decade; this will imply an average annual expansion of four percent in agricultural output—a staggering task bearing in mind past rates of increase. In order to meet this target, developing countries have committed themselves to augment production and improve productivity in agriculture. They have, for example, undertaken to formulate national strategy for agriculture to improve the quantity and quality of their food supply, and the reform of land tenure systems for promoting both social justice and farm efficiency. They will adopt appropriate agricultural pricing policies as a complementary instrument for implementing the agricultural strategy.

At the FAO 25th Anniversary meeting, Ottawa, October, 1970. ***Seated:*** *Hon. H. A. Olson (right), Canada's Minister of Agriculture, and FAO Director General A. H. Boerma.* ***Standing:*** *Some of the original members of the Canadian delegation who attended the first FAO meeting in Quebec City in 1945.* ***Left to right:*** *George Haythorne, Charles Wilson, Jack Harrison, Alfred Needler and Jack Booth.*

On their side, the developed countries such as Canada will support these endeavors by providing resources for obtaining essential inputs, through their assistance in research, for building of infrastructure, and also by taking into account in their trade policies the particular needs of developing countries. International organizations, especially the FAO, with respect to agriculture, will be actively involved in helping to attain these objectives.

I will indicate some of the activities that I believe FAO should concentrate on over the next 25 years. These priorities are now possible because of the progress during the past 25 years, which is in large part due to the initiative, drive, assistance and encouragement provided by and through the FAO.

The first priority is people. Economic development, the "green revolution", protein supplies, education must be considered in terms of people. Development programs should always take into consideration not only the latest developments in the sciences but also what the impact will be on the economic and social structure of a country and on the welfare of the people affected.

In the past it has been assumed that any increase in agricultural production, any increase in food supplies, automatically results in economic and social benefits to all the people. This is not necessarily so. Technological changes, as we have

said, lead to changes in the structure of agriculture, and can also have an impact on other sectors of our economy.

It has also been assumed that increased production will automatically result in increased food availability. This is not the case. Food, after it is produced, has to be processed, moved, stored. Also more consideration should be given to widening the spectrum of food types, to providing, especially in developing countries, a greater variety of foods.

More emphasis should be put on the marketing of agricultural products, and on the processing of farm and fish products. But here I would like to issue a word of warning. Many changes are occurring in the processing, packaging, storage and transportation of food. FAO should look ahead in providing marketing and processing know-how to developing countries. After all, the aeroplane has made it possible for New Zealand to deliver in the same day fresh lamb to Vancouver, and Canada to deliver purebred cattle to Uganda and Guatamala. With new technological developments and larger air cargo planes being built, we may find it economically possible to ship fresh food great distances within a matter of hours. Add to this new roads, refrigerated transports, increase in urbanization in all parts of the world, and the pattern of food distribution is completely altered. Perhaps high priority in research should be given even in the developing countries to market research.

Related to the above is the work of FAO in food standards. Good progress has been made to date in defining standards as they apply to quality, health and sanitary conditions. Good progress has been made in proposing international standards that will result in reducing the use of food standards as non-tariff barriers in international trade. To date, in the main, the developed countries have been most actively involved. Too few of the developing countries are participating. FAO should expand its activities in this area, and concentrate in assisting and encouraging developing countries to participate in the Codex Alimentarius program.

We have yet to discover a satisfactory technique that will enable us to transfer easily and effectively the technological know-how and scientific knowledge in a form that will fit into the requirements of the economically developing countries. We know that the gap between the low income and the wealthier nations of the world and between regions within a country is to a large extent a science and technology gap. However, past experience has taught us that direct transfers of capital, knowledge and experts do not by themselves provide all the ingredients necessary for the advancement of the less developed countries. These countries must develop their own capabilities of producing the goods and services they require to raise the level of well-being of their people. If capital and technical assistance are to be effective, they must be integrated into the specific economic and social setting of each of the developing countries. To do this requires development of new ways of applying technologies to meet the particular needs of the less developed countries. It requires, as my colleague Mitchell Sharp said in the House of Commons, "a greater knowledge of the factors which enable such technologies to be used to achieve the social goals of the societies. It requires a concerted attempt to discover new technologies".

We, in Canada, are very much aware of the importance of this aspect of multilateral and bilateral aid. We have set up an International Development Research Centre. In brief, the Centre will identify, initiate and encourage, support and undertake research into the problems involved in the development of economically de-

prived regions of the world. The Centre will seek to develop the most effective application of the results of this research to the needs of the people of those regions. It will give high priority to programs that assist the developing countries to build their own scientific and technological capabilities so that they will not be mere welfare recipients, but contributors to the solution of their own problems.

FAO should identify the problem areas in farming, fishing and forestry and indicate priorities, and relate this form of aid to its continuing work under the Indicative World Plan.

FAO should encourage increased research on food crop diseases. We cannot rest on the laurels of the "green revolution". Without new developments in disease and parasite resistance, it could fail completely in five years. The high yielding varieties are a great breakthrough but essentially they are simply shortstraw wheats and rices that can accept maximum applications of fertilizers without producing straw that is too weak to support the heavy yielding heads. These new varieties lack characteristics that would assure their continued usefulness in many tropical areas. It is well known by the developers and others that these wheats and rices do not possess high levels of resistance to diseases such as rusts. But eventually, resistant varieties will be developed. The developers of these varieties have taken calculated risks in releasing the present high yielding varieties that possess low resistance levels. Their success is obvious but care must be taken to prepare for onslaught of disease. In Turkey, of the 21 varieties of high yielding wheat that have been introduced since 1965, only one is free of disease. A crash program of breeding for disease resistance is needed to back up such introductions.

FAO should emphasize programs for protection of the environment in rural areas. The problem of environmental pollution, now serious in the developed countries, will also increase in the developing areas. The drive to control pests in crops, animals and stored foods, as well as pests of people, can lead to serious side effects unless all checks and balances are carefully employed. Thus, the desire to control insect-borne diseases in cattle can quickly lead to unacceptably contaminated milk and meat supplies. Increased research and development in such pest control and the development of immunological techniques for the diseases transported by insects and other agents will be in top priority.

FAO should give more attention to encouraging and assisting the expansion and improvement of ruminant animal nutrition and management in the tropics. Such work should include the development of indigenous ruminant animals through domestication and selective breeding.

In the next 25 years FAO must continue to expand its important work in all aspects of fisheries development to ensure that the biological resources of the world's ocean and fresh waters are evaluated, rationally utilized and effectively managed to provide a continued supply of essential food products. Special attention should be given to raising the standards of production and of living for fishermen in developing countries through direct assistance in production, processing and marketing. Problems of over utilization and environmental deterioration will increase during this period and FAO, through its Department of Fisheries, should be prepared to provide advice to national and international fisheries organizations on new and effective management methods and on pollution control measures if the traditional fisheries are to be maintained at productive levels.

Forests cover one third of the world's land area. FAO should provide for dissemination of new knowledge for improving forestry education and training, developing forests in arid as well as tropical regions, management of wildlife and national

parks, and in linking results of fundamental research to field practices. Special attention will have to be given to reducing losses caused by wasteful logging and processing practices, and by insects, disease and fire.

No other single aspect of man's environment so markedly influences his health and capacity as the food he eats. Nutrition has a paramount influence on social and economic development. We have at our disposal today adequate scientific and technological knowledge to enable the provision of ample food supplies to assure nutritional adequacy for the total of the world's population. Yet, there still remains a vast amount of unfinished business in nutrition. Doubtless the most pressing nutritional problem on a world-wide scale is protein-calorie malnutrition. A tremendous amount of work remains to be done to combat problems of under-nutrition and malnutrition throughout the world, and emphasis must be given to the needs of special vulnerable groups.

FAO should help in changing the systems of agricultural extension from the present trend of "pumping" information to the farming sector. In the present system one hopes that some farmers will make good use of the information and that their successes will be picked up by their neighbors. Another system, the "dirty hand" approach, has been remarkably successful on the Puebla Project in Mexico. This innovative approach in extension must be related to both production and marketing requirements.

FAO along with other UN agencies should continue to play a significant role in the search for new trading arrangements which will help to restore a degree of order in world markets. As the Director-General stated at the 1969 FAO Conference, it will be necessary to seek "an intermediate course where international social justice rejoins economic common sense". Without improved access to markets for commodities produced in developing countries, much of the development assistance for the agricultural sector provided by FAO, other international agencies and through bilateral programs will be of greatly reduced value. It is therefore essential that these problems should be faced and solutions found as soon as possible to realize the full benefits of future technical assistance efforts.

It will be necessary to consider the liberalization of trade policies and coordination of international and domestic agricultural policies. It is nearly 10 years since FAO outlined the "Guiding Principles on Agricultural Price Stabilization and Support Policies". These Principles remain very relevant and during the next 25 years it will be necessary to build on them a practical international code of economic behaviour.

FAO's commodity groups are providing an important medium for the dissemination of information and consultation and are well placed to adapt to the challenges of the next 25 years. The Washington Committee on Surplus Disposal and the Principles of Surplus Disposal will continue to constitute an important element in safeguarding commercial markets.

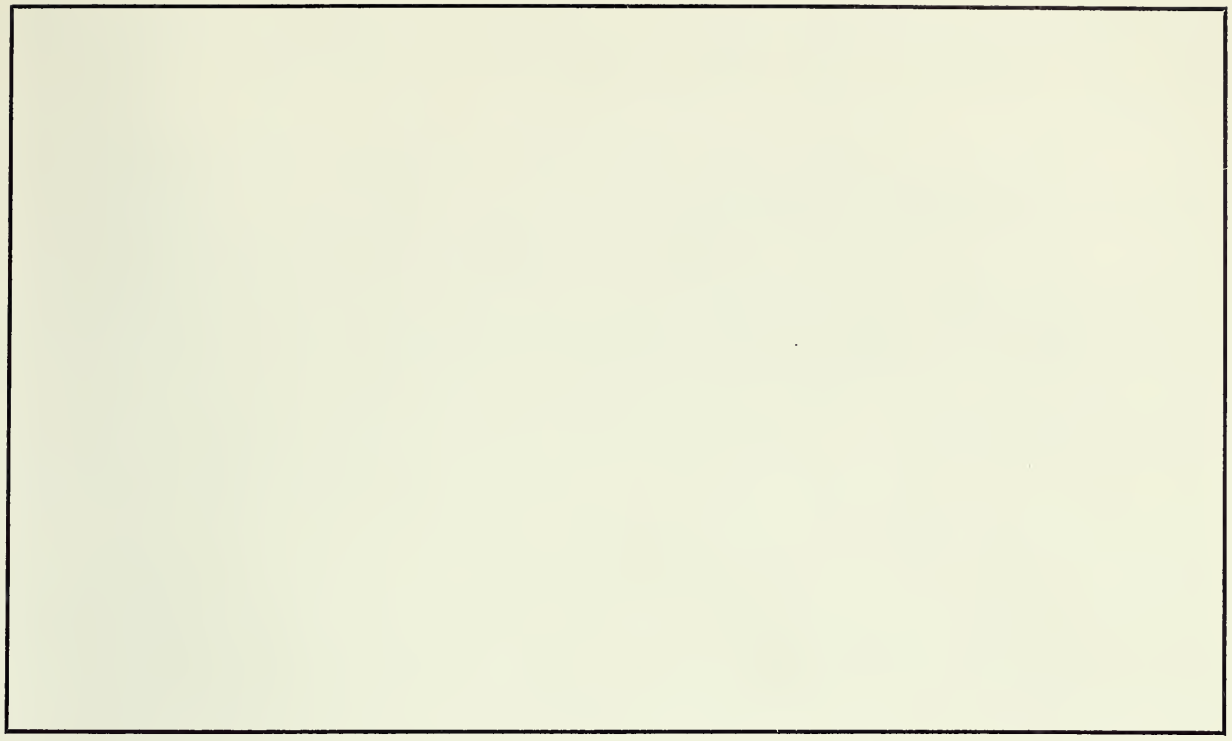
A major contribution by FAO over the past 25 years is the development of a food aid program—a scheme for intelligently utilizing surplus foods for economic development. The spectres of food surpluses and shortages will continue to haunt us for some time. The FAO must continue to seek better ways of utilizing food abundance to meet the shortages and to assist both social and economic development.

What kind of an organization do we need? As you know, the FAO has gone through several organizational changes. The organization chart has been revised

many times. But this is inevitable. An effective organization must adapt itself to the changing needs, to the new requirements, and to the priorities of the day. It originally made sense to have a strong central headquarters, because FAO had a small membership, a limited program, and relatively slow communication between headquarters and the field. Now with many more countries involved, with many more programs to handle, and with improved world communications, it makes sense to have the FAO manpower and other resources distributed among the many individual countries or among groups of countries. The right balance of authority between headquarters and the field will not be easy to determine; it is easy to move to extreme positions. This, however, is not desirable. FAO should be a smaller organization at headquarters. Rome should be the center for program planning and coordination and for overall executive and legislative control. The larger field staff should feed into headquarters their proposals based on the needs of a country or group of countries. The field staff should administer their program of work and budget once it is approved by headquarters. Thus while policy formulation and budget determination would continue to be the responsibility of headquarters, the field staff would be responsible for implementing these policies.

I have only highlighted some of the activities that FAO should concentrate on over the next 25 years. I am confident that the FAO, that is, *us*, can meet the challenge. If man can go to the moon and come back, if man can send a machine to pick up samples of moon-rock and bring both the machine and its pay load back to earth, he can certainly program his computers to help him answer the riddle to the problems of economic and social development.

We are living in an era of rising expectations. The alleviation of poverty and the attainment of freedom from want are major objectives in all countries, developed and developing. Let us not be distracted from our objectives by debates over definitions, by political arguments, or by the desire to score a debating point. Let us not dissipate our efforts and motivations simply by supporting and establishing new institutions, e.g. a committee, a group, etc., every time we are confronted with a difficult problem. Priorities are not rigid. They can be changed. What must not be changed, but needs to be strengthened, is the determination of nations to accomplish the objectives that we as sovereign governments have written into the FAO constitution.



fao—so bold an aim

The Right Honorable LESTER B. PEARSON, Prime Minister of Canada 1963-1968.

The Quebec Conference on Food and Agriculture, opening on October 16, 1945 was the culmination of a series of meetings, conferences and intergovernmental exchanges going back to the early part of 1943.

It was a significant fact—an indication of President Roosevelt's interest in international cooperation in food and agriculture, and his vision and wisdom in planning for peace in the midst of war, when he convened the Hot Springs Conference in May 1943. This was the *first* United Narions meeting; and it dealt with one of the basic freedoms for which men were then fighting and dying; freedom from hunger and deprivation.

I attended that Conference and, in doing so, began my international career, in a discussion of a subject in which, to say the least, I was no expert.

The Conference with representatives from all forty-five United Nations, including the Soviet Union, passed some very comprehensive resolutions—with many fine-sounding speeches. We came out strongly in favor of the welfare—instead of the warfare—approach to progress, security and the good life; but there was a difference of opinion of how best to move toward this goal.

We repudiated the shabby doctrine of economic stability and progress through scarcity. We deplored a world condition where there was ample food and comfort for a minority, while two-thirds of the world's people lived in hunger and want.

More important, to convert our fine ideas into action, we agreed to set up an Interim Commission in Washington with representatives of the governments who were at Hot Springs.

I was chosen chairman of that Commission—inexperienced as I was in presiding over international meetings.

We did much work, especially in the Committee which drafted a constitution for a Permanent Organization on Food and Agriculture—brought to a conclusion, I recall, after a week's session of hard and continuous work at the Princeton Inn in New Jersey.

I pay my tribute to the men who labored in that vineyard long and well with idealism and good sense and devotion. Not many of them are still with us. There was McDougall, the inimitable Australian prophet of the new nutritional world, the untiring worker and manager behind the scenes which, incidentally, he often constructed in order to have something to work behind. There were Paul Appleby, Edward Twentyman, Girja Bagpai, Gove Hambidge—an utterly dedicated man, André Mayer, and so many others that I should mention.

With our Report, and with the draft constitution in the hands of governments, the Conference of Quebec was called to consider it in the hope of agreeing on the organization that became FAO. Thirty-nine governments adopted the Constitution at this founding Conference, and even approved a budget of five millions of dollars. It is now, I believe something over $35 million a year.

We did good work at that organizing conference twenty-five years ago. Compared with many others to follow, it was a smooth-running non-controversial Session. After all, we were dealing with the welfare of men—not their prides and prejudices, and certainly not the foreign and defence policies of nations. So there was more

In 1945—L. B. Pearson (right), Chairman of the inaugural conference in Quebec City congratulates Lord Boyd Orr on being elected FAO's first Director General. In background: A. E. Richards, FAO Assistant Secretary General, formerly with CDA Economics Branch.

cooperation than conflict; more agreement and less argument. When international politics crept in, we disposed of them as quickly as possible. The atmosphere was not that of cold war—or Imperial domination. It made things easier for the chairman. And much easier to pick a great and highly-qualified man as the first Director-General, Lord John Boyd-Orr.

As a conference, it was not, I suppose, exciting in a news sense. There was no "walking out" or "boot-banging". In this regard, may I quote from my closing speech as Chairman of the Conference:

"We have made a good beginning in United Nations cooperation in a vital field—food and agriculture. We have also blazed the way for others in the launching of the first permanent United Nations specialized, functional organization. We have laid down principles of administration and operation which will, I think, be helpful guides for United Nations organization in other fields. In this respect we have established precedents, and I think they have been good ones.

"Specialist, functional conferences are, of course, less exciting than other and more glamorous meetings. We are no Congress of Vienna. True, we have danced once or twice in this hospitable hotel, but we have also marched! There is more construction, thank God, than controversy; more drudgery than drama, about our work. No Hollywood producer of historical romances will ever be able to make much out of the meetings of the committees on statistics or agricultural production. But millions of workers may some day live better lives because of those meetings. That is an objective more desirable to achieve, I suggest, than the altering of a boundary or the policing of an election. Scientific warfare with its shattering finality has made disputes and intrigues over boundaries and regimes as unreal as the chattering of children over the right to possess sand castles. Nevertheless, in a world where science has blown to unrecognizable dust particles all the old concepts of national rights and national security, human welfare remains, or should remain, as always, the first objective of governmental action."

Here, then, 25 years ago the foundation for progress and achievement was laid. The evidence of that is in the FAO of today with its 121 member states.

Here, a well-organized, continuously-operating international institution was established for dealing with the whole range of agricultural problems, economic, technological and social, of all the nations: an agency, also, for assistance to developing countries in these essential matters.

FAO has had failures and frustrations, of course:—proposals for a World Food Bank, an International Food Reserve; these have not been acceptable to all governments. But we have the *World Food Program*, the *Freedom from Hunger Campaign* and the *Indicative World Plan for Agricultural Development*. Above all, technical and expert assistance was made available in so many fields to new and developing countries.

On the debit side, there has been too much energy and argument devoted to structure, sometimes to the sacrifice of substance. There has been too much time devoted to organization at the price of operation.

Political issues have at times complicated constructive work. Questions of sovereignty, and national pride and national interest have gotten in the way of programs and performance.

It is true also that fears of neo-colonialism—whether reasonable or exaggerated—have prejudiced plans for co-operation and achievement.

As at so many international meetings, the political success of passing a resolution has obscured at times its drawbacks or its practicality.

Often, plans and programs have not gotten through to the people. It has been too much of a case of expert to expert and official to official. But FAO is not unique here. It has shared this disability with every other UN organization.

There has been the inevitable difficulty of relating the technical to the social and political.

There has been some duplication and lack of co-ordination with other agencies, at least in the earlier years. The complexity and importance of this problem of co-ordination is underlined by the fact that there are 8 international agricultural organizations and 25 others whose work touches agricultural problems to a greater or less extent.

There have been difficulties, but there have been many great achievements over the past 25 years and there is now stronger and greater progress in meeting FAO's objectives. The Organization has shown a high degree of flexibility and a willingness to explore and experiment with new ideas. Many of the earlier weaknesses and difficulties have been overcome or reduced.

But there remains so much to be done. Too many people are still inadequately fed. Surpluses persist while millions go hungry or are badly fed. Too many are still unable to make a decent living from the land; too many countries are still too dependent on outside aid even for food. In many instances where there has been a transfer of technology, the impact has only been superficial; the progress not firm. We need to know more about protein deficiency and how to deal with it; also how to mobilize human resources more effectively for rural development which goes beyond the need for increasing production.

The failures of the past are a challenge—the achievements are an incentive to do better.

The efforts to realize the objectives laid down for FAO in 1945 are more necessary and more important than ever. These objectives remain as valid as when they were first declared 25 years ago. I end by quoting them once again:

"raising levels of nutrition and standards of living of the peoples under their respective jurisdictions; securing improvements in the efficiency of the production and distribution of all food and agricultural products; bettering the condition of rural populations and thus contributing toward an expanding world economy."

To reach these goals, FAO remains an indispensable international institution.

PART III

appendixes

APPENDIX 1

CANADIAN DELEGATION TO THE FIRST SESSION OF THE FAO CONFERENCE HELD IN QUEBEC CITY IN 1945

MEMBER
James G. Gardiner, *Minister of Agriculture, Ottawa*

ALTERNATE:
G. S. H. Barton, *Deputy Minister of Agriculture, Ottawa*

ASSOCIATES:

E. S. Archibald, *Director, Experimental Farms Service, Department of Agriculture, Ottawa*

Georges Bouchard, *Assistant Deputy Minister, Department of Agriculture, Ottawa*

A. T. Cameron, *Chairman, Fisheries Research Board, Department of Fisheries; Professor of Biochemistry, University of Manitoba, Winnipeg*

D. Roy Cameron, *Dominion Forester, Department of Mines and Resources, Ottawa*

S. A. Cudmore, *Dominion Statistician, Dominion Bureau of Statistics, Ottawa**

D. B. Finn, *Deputy Minister, Department of Fisheries, Ottawa*

H. H. Hannam, *President, Canadian Federation of Agriculture, Ottawa*

George McIvor, *Chairman, Canadian Wheat Board, Winnipeg*

F. S. Parney, *Chief, Industrial Hygiene Division, Department of National Health and Welfare, Ottawa*

L. B. Pearson, *Ambassador to the United States of America, Washington; Chairman of the Interim Commission on Food and Agriculture*

ADVISERS:

L. R. Andrews, *Ottawa Representative, British Columbia Lumber and Shingle Manufacturing Association, Ottawa*

J. F. Booth, *Associate Director of Marketing, Economics Division, Department of Agriculture, Ottawa*

R. S. Hamer, *Director of Production Service, Department of Agriculture, Ottawa*

J. D. B. Harrison, *Chief, Economics Division, Dominion Forest Service, Department of Mines and Resources, Ottawa*

A. Koroleff, *Director of Woodlands Research, Pulp and Paper Research Institute, Montreal*

J. A. Marion, *Vice-President, Canadian Federation of Agriculture; President, L'Union Catholique des Cultivateurs, Montreal*

T. A. McElhanney, *Superintendent, Forest Products Laboratory, Department of Mines and Resources, Ottawa*

C. A. Morrell, *Assistant Chief Dominion Analyst, Department of National Health and Welfare, Ottawa*

C. J. Morrow, *President, Fisheries Council of Canada, Lunenburg, Nova Scotia*

S. K. Murray, *Chairman, Salmon Canners Operating Committee, Vancouver*

W. J. Parker, *Vice-President, Canadian Federation of Agriculture; President, Manitoba Wheat Pool, Winnipeg*

G. R. Paterson, *Executive Officer, Combined Food Board, Embassy of Canada, Washington*

L. B. Pett, *Chief, Nutrition Division, Department of National Health and Welfare, Ottawa*

*Died October 17, 1945, while attending the First Session.

Georges Préfontaine, *Professor of Biology, University of Montreal*

J. B. Rutherford, *Chief, Agricultural Branch, Dominion Bureau of Statistics, Ottawa*

A. M. Shaw, *Director of Marketing Service, Department of Agriculture, Ottawa*

TECHNICAL ASSISTANTS:

Joseph Ascoli, *Coopérative Fédérée de Québec, Montreal*

W. C. Hopper, *Principal Agricultural Economist, Economics Division, Marketing Service, Department of Agriculture, Ottawa*

W. H. Lancelly, *Chief, Fisheries and Animal Products Statistics, Dominion Bureau of Statistics, Ottawa*

Laura Pepper, *Chief, Consumers Service Section, Marketing Service, Department of Agriculture, Ottawa*

L. J. Pouliot, *Chief, Forestry Statistics, Dominion Bureau of Statistics, Ottawa*

C. F. Wilson, *Director, Wheat and Grain Division, Department of Trade and Commerce, Ottawa*

JOINT SECRETARIES:

Jean-Louis Delisle, *Secretary, Prime Minister's Office, Ottawa*

Mark McClung, *Assistant Secretary, Cabinet Secretariat, Ottawa*

PRESS RELATIONS:

Fred James, *Assistant Director, Publicity and Extension Division, Department of Agriculture, Ottawa*

Bruce West, *Acting Representative, Canadian Information Service, Embassy of Canada, Washington*

APPENDIX 2

CANADIANS ON QUEBEC FAO CONFERENCE STAFF, 1945[1]

Anderson, A.
Andrew, G.
Brisson, J. T.
Burgess, D.
Cairns, A.
Coke, J.
Davidson, W.
Davis, M. B.
Delaute, F.
Deziel, P.
Dickenson, W.
Drummond, W. M.
Hare, H. R.
Haythorne, G. V.
Hudson, S. C.
Ignatieff, V.
Kirk, L. E.
Lanceley, W. H.
Lattimer, J. E.
Lorinez, L.
MacLellan, M.E.
McArthur, I. S.
McCready, M.
McKay, J. E.
Minter, E.
Mosley, M. A.
Needler, A. V. H.
O'Meara, J. E.
Primeau, M. R.
Reid, E. P.
Richards, A. E.
Shefrin, F.
Speers, A.
Stevenson, L. A.
Wickware, M.

[1] This is a partial list.

APPENDIX 3

CANADIAN DELEGATION TO THE FIFTEENTH SESSION OF THE FAO CONFERENCE, NOVEMBER 1969

DELEGATE

H. A. Olson *Federal Minister of Agriculture*

ALTERNATES

Clément Vincent *Minister of Agriculture and Colonization, Quebec*

René Brunelle *Minister of Lands and Forests, Ontario*

J. Adrien Lévesque *Minister of Agriculture, New Brunswick*

S. Uskiw *Minister of Agriculture and Conservation, Manitoba*

H. A. Ruste *Minister of Agriculture, Alberta*

W. R. Callahan *Minister of Mines, Resources and Agriculture, Newfoundland*

S. B. Williams *Deputy Minister of Agriculture*

W. A. Needler *Deputy Minister of Fisheries and Forestry*

R. P. Poirier *Assistant Deputy Minister (Economics) Department of Agriculture*

Frank Shefrin *Chairman, Canadian Interdepartmental FAO Committee*

ASSOCIATES

F. Côté *Member of Parliament, Ottawa*

W. H. Horner *Deputy Minister, Saskatchewan Department of Agriculture*

J. J. Cartier *Research Branch, Department of Agriculture*

J. E. Monagle *Chief, Nutrition Division, Department of National Health and Welfare*

D. R. Redmond *Scientific Adviser, Advisory Group. Department of Fisheries and Forestry*

B. A. MacDonald *Multilateral Institutions Division, Canadian International Development Agency (CIDA)*

J. E. Montgomery *Commercial Counsellor, Embassy of Canada, Rome*

G. Warren *First Secretary, Embassy of Canada, Rome*

F. Beaudette *First Secretary (Agriculture). Embassy of Canada, Paris*

J. Lohoar *Secretary, Canadian Interdepartmental FAO Committee*

ADVISERS

C. Munro *President, Canadian Federation of Agriculture*

J. McCloy *National Farmers Union*

H. L. Trueman *Executive Director, Canadian Hunger Foundation*

APPENDIX 4

CANADIANS WHO HAVE SERVED ON THE PROFESSIONAL STAFF OF FAO AT HEADQUARTERS AND IN THE FIELD,[1] OCTOBER 1945—JANUARY 1971

Abell, H. C.
Alain, G.
Alexander, F.
Allman, R. T.
Apsey, T. M.
Archer, A.
Archibald, E. S.
Armour, R. G.
Asselbergs, E. A. M.
Atkinson, G. F.
Audet, J.

Bailey, R. C.
Ballantyne, A. K.
Bannister, G. L.
Barton, G. S. H.
Baskerville, D.
Baylay, W. F.
Beattie, A. W.
Beatty, S. A.
Beazley, R. I.
Belli, L. B.
Bender, F.
Bentley, C. F.
Bentley, N. N.
Bernier, G. H.
Berry, J. C.
Besier, H. K.
Best, A. L.
Bezeau, L. M.
Bodnar, L.
Bolton, R. S.
Bond, R. M.
Boothby, G. F.
Boucher, G. P.
Boulet, G. C.
Bowden, D.
Bowser, W. E.
Braid, A. F.
Brodie, J.
Brooks, A. C.
Brubaker, J. E.
Bryce, G.
Buck, R. L.
Burcih, S.
Butler, T. H.
Byers, H. D.

Callister, G. H.
Calver, G. L.
Cameron, D. R.
Campbell, J. B.
Campbell, J.
Candido, G.
Carbert, R.
Carlyle, R. E.
Carrothers, P. G.
Carter, G. R.
Ceschi, E.
Chalk, R.
Chapman, D. G.
Chevalier, M.
Clark, C. G.
Clark, G. C.
Clark, R. D.
Clarke, J. W.
Clarke, T. E.
Clay, C. H.
Cleaver, W. D.
Coats, R. H.
Collinge, H. K.
Corbishley, B.
Coulthard, T. L.
Couston, J. W.
Cranston, C. C.
Creswick, W. J. P.
Cummings, D.

Dale, J. P.
Damnjanovic, Z. B.
Davidson, C. B.
Davis, R. H.
Day, D. P.
De Vos, A.
Dion, H. G.
Dionne, M.
Dixon, R. M.
Dosne, J. J. E.
Doucet, W. F.
Downing, C. G. E.
Doyle, J. J.
Drummond, W. M.

Eastwood, J. W.
Edwards, A. P.
Eidt, C. C.
Eidt, D. C.
Engberg, L. E.
Etheridge, D. E.
Ewart, W. F.

Farkas, Z. J.
Farstad, L.
Fellows, E. S.
Fewster, J.
Finn, D. B.
Fitzgerald, M. J.
Forrest, R. S.
Forrester, A. G.
Fougere, H.
Fried, H. M.
Fry, F. E. J.

Gall, W. J.
Garrick, D.
Garriock, N.
Gaudet, J. L.

[1] Many of these Canadians completed two or more assignments with the FAO.

Gauer, L.
Gauthier, M.
George, J. A.
Gibson, D. L.
Gillies, G. B.
Goddard, F. S.
Goddard, J.
Goulden, C. H.
Gracie, R. S.
Gray, H. E.
Green, L.
Gretton, R. H.
Griffin, H. D.
Gross, R. A.
Gushue, J. R.

Hamilton, F. W.
Hancock, R. F.
Hansen, N.
Harding, K. F.
Hardy, E. A.
Hare, H. R.
Harrington, J. B.
Harrington, M.
Harrison, J. D. B.
Hasek, V. C.
Hatfield, P. S.
Hawkins, W. W.
Henderson, M. R.
Hess, E.
Hiltz, M.
Hindley, E. W.
Holsworth, W. N.
Hope, G. W.
Howard, G.
Hudson, S. C.
Hulse, J.
Hutton, G. W.
Hyde, M. J.

Ignatieff, V.
Innes, R.
Irwin, J. D.

Jennings, M. W.
Johns, C. K.
Johnson, J. D.
Johnson, L. P. A.
Johnston, L. A.
Johnston, L. D.
Johnston, W. B.
Jones, P. H.
Jones, T. L.

Kadis, V. W.
Kask, J. L.
Keanan, W. N.
Keith, H. G.
Keir, R. S.
Kingscote, A. A.
Kingston, J. T. B.
Kirk, D. W.
Kirk, L. E.
Kitching, H. W.
Kivisild, H. R.
Knowles, R. G.
Kohler, A. C.
Koroleff, A. M.
Kristjanson, L. B.
Kuhonta, P. C.

Lafond, A. M.
Laidlaw, A. F.
Laing, M. M.
Lambley, C. D.
Lankaster, C.
Lapp, H. M.
Larkin, P. A.
Larocque, G.
Lawand, T. A.
Leblanc, E.
Lefebvre, R. G.
Leggiadro, P. V.
Leitch, E.
Lehman, E.
Lemieux, O. A.
Leroux, F. C.
Lewis, J. N.
Lloyd, W. S.
Lockhard, R. G.
Lodge, R. W.
Logan, V. S.
Lok, S. H.
Long, G. H.
Lorinez, L.
Love, D. V.
Lunn, W. R.
Lynch, H. A.

MacCallum, W. A.
MacDonald, A. H.
MacFarlane, D. A.
MacFarlane, P. B.
MacIntosh, R. G.
MacKay, H. C.
Mackenzie, A. W.
MacLeod, P. N.
McAnsh, J.
McArthur, I. S.
McArthur, J. A. B.
McDonald, D. J.
McFetridge, D. G.
McGee, D. M. L.
McKay, F.
McLean, C. W.
McLeod, K. T.
McLennan, T. B.
McNutt, J. W.
McPherson, W. J.
Mabee, O. S.
Mahood, I. S.
Malakoff, E. R.
Manson, G. F.
Marcotte, Marcel
Martin, L. M.
Martin, P. W.
Mason, N. V.
Mather, T. H.
Mathieu, A. L.
Mayboom, P.
Mersereau, G. W.
Meyer, K. R.
Meyer, M. J.
Michie, N.
Miles, V. J.
Millar, M. W.

Miller, M.
Millerd, F.
Millette, G. J. F.
Moisan, G.
Monro, H. A. U.
Monrufet, C. M.
Morrow, E. A.
Muirhead, G. A.
Munro, R. N.

Nash, A. J.
Neilson, H.
Nemeth, J.
Newcombe, F. H.
Newton, J. D.
Newton, W.
Nickolitch, J.
Nixon, G. M.

Oja, L.
Olafson, E. A.
Olsen, J. J.
O'Meara, J. E.

Packman, W. W.
Pallister, A. E.
Palmer, J. T.
Parsons, F. S.
Paulson, P. E.
Payne, R. L.
Peake, R. W.
Pelletier, J. R.
Penney, G.
Pennock, P. H.
Peters, H. F.
Peters, T. W.
Phillips, W. R.
Piirvee, R.
Pohjakas, K.
Popper, F. E.
Porlier, G. J. J.
Pound, W. T.
Pringle, S. L.
Pringle, W. L.
Proulx, C.
Pugsley, L. I.
Purnell, G. R.
Putt, E. D.
Pyne, R.

Rackham, T. S.
Rae, R. M.
Rayner, J.
Reid, E. S.
Reid, E. P.
Richardson, Al.
Richter, J. J.
Rigolo, S. D.
Roach, S. W.
Roberts, J. A.
Roberts, W. F.
Robitaille, P. H.
Rockley, J.
Roots, N. E.
Roseberry, R. R.
Rojo, A. L.
Rowles, C. A.
Russell, J. S.
Rutherford, J. B.

Saca, D. P.
Saint-Cyr, G.
Saint-Hilaire, S.
Sauer, G. D.
Savoie, J. B.
Scotter, G. W.
Schultz, R. D.
Scott, A. D.
Shanks, G. L.
Shapiro, J.
Shaw, B. R.
Shawyer, M. A.
Shefrin, F.
Smith, D. M.
Smith, H. H. G.
Smith, W. E.
Smith, W. A.
Smyth, W. E.
Spence, C. C.
Springer, R. D.
Squires, H. J.
Steckle, J.
Stephen, L. E.
Stephens, T. K.
Stevenson, T.
Stewart, M.
Strachan, C. C.
Strapp, R. K.
Strong, J. J.
Sweatman, H. C.

Tanner, S. C.
Taylor, B. H.
Taylor, G. T.
Templeman-Kluit, L. K.
Templeton, H. A.
Tengberg-Hansen, E.
Theriault, S.
Thornber, W.
Toftdahl, K.
Tones, R. L.
Touzeau, W. D.
Towbin, W.
Tremblay, P. H.
Trew, D. M.
Trupp, J. M.

Vakomies, P. J.
Van Veen, M.
Vladykov, V. D.
Walker, R. L.
Wall, N.
Watters, F. L.
Wellwood, R. W.
Wiebe, J.
Williams, C. M.
Winsor, H.
Woodland, A. G.

Yang, W.
Yesaki, M.

These Canadians have served as specialists in plant breeding, food technology, marketing, extension, home economics, nutrition, soils, fisheries, fishing boats,

animal production, forestry, cooperatives, economics, farm management, farm engineering, farm credit, plant disease, veterinary science, and in the many other skills required in the fishing, forestry and agricultural sectors. They have served in Rome at the FAO headquarters, and in about 55 developing countries.

APPENDIX 5

FAO'S BUDGET AND CANADIAN ASSESSED CONTRIBUTION

Year	FAO Budget	Canadian Contribution
1946	6,782,000	$ 126,500
1947		285,000
1948	5,000,000	190,000
1949	5,000,000	190,000
1950	5,000,000	225,000
1951	5,000,000	205,500
1952	5,250,000	237,215
1953	5,250,000	246,568
1954	6,000,000	338,346
1955	6,000,000	335,141
1956	6,600,000	277,658
1957	6,800,000	305,182
1958	17,000,000	347,048
1959		347,048
1960	21,536,850	377,322
1961		377,322
1962	31,185,000	599,412
1963		599,412
1964	38,838,300	737,247
1965		737,247
1966	49,974,000	993,711
1967		993,711
1968	59,861,000	1,115,994
1969		1,115,994
1970	70,568,000	1,213,720
1971		1,213,720

APPENDIX 6

FAO STATUTORY AND OTHER BODIES

These bodies fall into the following main categories:

1 FAO governing bodies (and Committees of the Council established under Article V of the FAO Constitution)

The supreme governing body of the Organization is *the FAO Conference*, which comprises representatives of all 121 Member Nations and 2 (non-voting) Associate Members. The FAO Conference, which meets in regular session every two years and may also be convened for special sessions, determines the policies of the Organization.

Between Conference sessions, *the FAO Council*, composed of representatives of 34 Member Nations, elected by the Conference on a rotating basis, serves as an interim governing body, meeting at least three times in each biennium. The FAO Council may establish commissions, committees and working parties to aid in its work and has, in any case, five standing committees:

Program Committee (Chairman and six members elected by the Council in a personal capacity): Guides and helps develop the Organization's program of work. Meets at least once a year on the call of its Chairman or the Director-General.

Finance Committee (Chairman and four members elected by the Council in a personal capacity from individuals in government service of Member Nations, for their special competence in finance and administration): Assists the FAO Council in exercising control over the financial affairs of the Organization. Meets at least once a year and concurrently with the Program Committee during the second year of each biennium.

Committee on Commodity Problems (34 Member Nations): Keeps under review commodity problems of an international character affecting production, trade, distribution and consumption. Normally holds three sessions per biennium. Reports to the Council on policy issues arising from its deliberation. Subsidiary bodies include the *Consultative Sub-Committee on Surplus Disposal*, and eight *Study Groups* on specific commodities.

Committee on Fisheries (open membership appointed by the Council): Reviews FAO's work in fisheries. Periodically reviews international fishery problems, looking to possible solutions through concerted action by nations, by FAO and by other intergovernmental bodies. Usually holds two sessions per biennium. Has a *Sub-Committee on the Development of Cooperation with International Organizations Concerned with Fisheries* and a *Sub-Committee on Fishery Education and Training.*

Committee on Forestry (open membership appointed by the Council): Conducts periodic reviews of forestry problems of an international character and appraises such problems with respect to possible effective action by FAO for their solution. Usually holds two sessions per biennium. The Committee may, when necessary, establish sub-committees, subsidiary working parties, or study groups.

Committee on Constitutional and Legal Matters (Seven Member Nations): Considers constitutional and legal items referred by the Council or the Director-General.

II Councils, Commissions and Committees established under Article XIV of the FAO Constitution

Membership in these bodies is open to Member Nations and Associate Members and, under certain conditions, to non-member nations that are Members of the United Nations and have adhered to the convention or agreement establishing the body.

International Rice Commission: Promotes cooperative action by Member Nations in matters relating to the production, conservation, distribution and consumption of rice (except question of international trade).

European Commission for the Control of Foot and Mouth Disease: Promotes national and international measures aimed at control and final eradication of this disease in Europe.

International Poplar Commission: Studies scientific, technical, social and economic aspects of poplar and willow cultivation.

Commission for Controlling the Desert Locust in the Eastern Region of its Distribution Area in South West Asia, and Commission for Controlling the Desert Locust in the Near East: These Commissions work to detect and suppress desert locust plagues.

Plant Protection Committee for the South-East Asia and Pacific Region: Aims to prevent, through international cooperation, introduction or spread of plant diseases and pests in the region.

Indo-Pacific Fisheries Council, and General Fisheries Council for the Mediterranean: These Councils secure information about fisheries in their regions, formulate programmes, decide priorities of approach and coordinate research efforts of Member Nations.

III Commissions, Committees, Working Parties, Panels of Experts Established Under Article VI of the FAO Constitution

FAO Regional Conferences are held every two years to review FAO's work, to discuss problems and policies of a regional character, and provide guidance in the preparation of future programmes of work. They are open to all Member Nations and Associate Members of a given region.

Some FAO commissions of a more specialized technical nature also concentrate on essentially regional problems such as the *Near East Commission on Agricultural Planning*, and the *Regional Fisheries Advisory Commission for the Southwest Atlantic*.

A substantial number of FAO bodies have a limited membership consisting of individuals appointed in a personal capacity, because of their special competence in a given technical field. Examples at random are: *Panel of Experts on Livestock Infertility*, and the *Working Party of Experts on Mediterranean Development.*

IV Ad hoc Conferences and Sessions

Apart from the sessions of intergovernmental bodies and sessions of experts bodies mentioned above, FAO also holds *ad hoc* conferences and sessions dealing with technical and/or economic matters, attended by technical representatives designated by Member Nations who are not expected to take decisions on behalf

of their governments; for instance, the forthcoming *Conference on Fishing Ports and Port Markets*, and the *Technical Conference on Soil Conservation.*

V Joint Bodies and Connecting Links with other Programs

FAO also establishes joint bodies with other intergovernmental organizations, open to all Member Nations and Associate Members of FAO and of the other organizations concerned, on subjects of mutual interest.

An important body in this category is the *FAO/WHO Codex Alimentarius Commission*, which formulates proposals to the Directors-General of FAO and of the World Health Organization pertaining to the Joint FAO/WHO Food Standards Program, which includes protection of the health of consumers and fair practices in food trade. This Commission has some 20 subsidiary bodies.

Other examples are the twelve *FAO/IAEA Panels of Experts* on specialized application of atomic energy in agriculture, the *Joint FAO/UNICEF Policy Committee*, the *FAO/ECE/ILO Committee on Forest Working Techniques and Training of Forest Workers.*

Four other important committees are:

World Food Program Intergovernmental Committee: Provides guidance on policies, administration and operations of the World Food Program, which is jointly sponsored by FAO and the United Nations. The Committee has 24 members, 12 elected by the FAO Council and 12 by the Economic and Social Council of the UN.

FFHC Advisory Committee of Experts: The members advise the Director-General of FAO in conducting the Freedom from Hunger Campaign.

General Committee of the FAO/Industry Cooperative Program: Executives from some 50 multi-national companies meet yearly with members of the FAO Secretariat to explore opportunities to launch industries allied with agriculture, fisheries and forestry in the developing countries. A 10-man *Executive Committee* meets every three months.

FAO/Fertilizer Advisory Committee of Experts: Experts qualified to advise on the technical and operational aspects of the FFHC Fertilizer Program advise the Director-General on the planning and implementation of the Program.

APPENDIX 7

POSITIONS HELD BY CANADIAN DELEGATES AT VARIOUS CONFERENCES AND MEETINGS

Conferences

Ist SESSION Quebec City, 1945.
Chairman, The Hon. L. B. Pearson.

SECOND SESSION Copenhagen, September 1946.
Commission A—Chairman, J. G. Gardiner.
Credentials Committee—Chairman, J. D. Kearney.

SPECIAL SESSION Washington, November 1950.
Administrative Committee—Rapporteur, A. B. Hockin.

THIRD SESSION Geneva, August-September 1947.
Commission II—Rapporteur, J. F. Booth.
Commission III—Vice-Chairman, G. S. H. Barton.

FOURTH SESSION Washington, November 1948.
Commission II—Economics and Statistics. Rapporteur, J. F. Booth.
Commission III—Vice-Chairman, G. S. H. Barton.

FIFTH SESSION Washington, November-December 1949.
Panels: a) Information, Chairman and Rapporteur, S. N. R. Hodgins.
b) Nutrition, Chairman, L. B. Pett.

SIXTH SESSION Rome, November-December 1951.
First Vice-Chairman, G. S. H. Barton.
Committee B of Commission I—Rapporteur, S. C. Hudson.
Panel: a) Extension Services—Rapporteur, H. L. Trueman.

SEVENTH SESSION Rome, November-December 1953.
Commission I—Vice-Chairman, S. C. Hudson.
Commission II—Panel: a) Economics—Vice-Chairman, C. V. Parker.

EIGHTH SESSION Rome, November 1955.
Technical Committee on Forestry—Rapporteur, J. H. Jenkins.
Technical Committee on Nutrition—Chairman, L. B. Pett.

NINTH SESSION Rome, November 1957.
Commission I—First Vice-Chairman, S. C. Hudson.

TENTH SESSION Rome, October-November 1959.
Commission I—Vice-Chairman, J. F. Booth.

ELEVENTH SESSION Rome, November 1961.
Commission II—Chairman, S. C. Barry.
Technical Committee on Forestry and Forestry Products—Vice-Chairman, A. L. Best.

TWELFTH SESSION Rome, November-December 1963.
Technical Committee on Information and Publications—Vice-Chairman, A. L. Best.

THIRTEENTH SESSION Rome, November-December 1965.
Chairman, Maurice Sauvé.

FIFTEENTH SESSION Rome, November 1969.
Commission II—Chairman, R. P. Poirier.

Council

Ist SESSION Washington, November 1947.
Agriculture Division—Chairman, E. S. Archibald.
Statistics Division—Vice-Chairman, O. A. Lemieux.
Fisheries Division—Vice-Chairman, A. W. H. Needler.
Forestry and Forest Products Division—Vice-Chairman, D. A. Macdonald.
Committee on Financial Control—Chairman, G. S. H. Barton.

FIFTH SESSION Washington, November 1948.
Vice-Chairman, G. S. H. Barton.

28TH SESSION Rome, November 1951.
Appeals Committee—Vice-Chairman, S. G. MacDonald.

29TH AND 30TH SESSIONS Rome, 1958 and 1959
Appeals Committee—Alternate chairman, S. G. MacDonald.

39TH SESSION Rome, October 1962.
Committee of the Whole—Chairman, Frank Shefrin.

47TH SESSION Rome, 1966.
First Vice-Chairman, Frank Shefrin.

49TH SESSION Rome, October 1967.
Nominations Committee—Chairman, Frank Shefrin.

Committee on Commodity Problems:

1ST SESSION Washington, January 1950.
Vice-chairman, G. S. H. Barton.

2ND SESSION Washington, June 1950.
Vice-chairman, G. S. H. Barton.

3RD SESSION Washington, September 1950.
Chairman—G. S. H. Barton.

4TH SESSION Washington, September 1950.
Chairman, G. S. H. Barton.

21ST SESSION Rome, June 1953.
Vice-chairman—S. C. Hudson.

30TH, 31ST AND 32ND SESSIONS Rome, June 1958, June 1959, October 1959.
Chairman—C. F. Wilson.

Consultative Sub-Committee on Surplus Disposal:

Chairman, W. C. Hopper, 1957.

World Food Program:

2ND SESSION of IGC, Rome, October 1962.
2nd Vice-chairman, Alex Turner.

3RD SESSION Rome, May 1963.
Chairman, Alex Turner.

4TH SESSION Rome, November 1963.
Chairman, Alex Turner.

6TH SESSION Rome, December 1964.
Sub-Committee of the Whole, Chairman, Frank Shefrin.

12TH SESSION Rome, October 1967.
Sub-Committee on Budgetary Matters—Chairman, Frank Shefrin.

17TH SESSION Rome, April 1970.
1st Vice-chairman, Frank Shefrin.
Sub-Committee of the Whole—Chairman, Frank Shefrin.

18TH SESSION Rome, November 1970.
1st Vice-chairman, Frank Shefrin.
Sub-Committee of the Whole—Chairman, Frank Shefrin.

19TH SESSION Rome, March-April 1971.
Chairman—Frank Shefrin.

Pledging Conferences, World Food Program:

Pledging Conference, New York, January 1966.
Chairman, the Hon. J. J. Greene.

FAO Group on Grains:

5TH SESSION Rome, June 1960.
First Vice-chairman—Frank Shefrin.

6TH SESSION Rome, May 1961.
Drafting Committee—Chairman, Frank Shefrin.

8TH SESSION Rome, July 1963.
Chairman, Frank Shefrin.

11TH SESSION Rome, June 1967.
Chairman—S. C. Hudson.

Cofi:

Committee on Fisheries, June 1967.
Chairman—A. W. H. Needler.
Committee on Fisheries. Rome, November 1967.
Chairman—A. W. H. Needler.

Forestry:

Ad Hoc Committee on Forestry, Rome, March 25-31, 1969.
Chairman—A. W. H. Needler.

APPENDIX 8

ORGANIZATION OF FAO